



Leave No One Behind

Guidelines for Project Planners and Practitioners

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Address
Friedrich-Ebert-Allee 32 + 36
53113 Bonn

Dag-Hammarskjöld-Weg 1 - 5
65760 Eschborn

E info@giz.de
I www.giz.de

Author:
Dr. James G. Bennett

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List of Abbreviations¹

ACCESS	Australia-Cambodia Cooperation for Equitable Sustainable Services
ACIP	Annual Capital Investment Plan (Palestine)
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CDPO	Cambodian Disabled People's Organization
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CIM	Competitive Investment Mechanism
COBEN	Conservación de la biodiversidad en el Eje Neovolcánico (Mexico)
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organisation
CSP	Civil Society Program (Palestine)
DDA	Disability Data Application
DFID	Department for International Development (United Kingdom)
DPO	Disabled Persons Organization
EBT	Equity Budgeting Tool
ENAM	École nationale d'administration et de magistrature (Burkina Faso)
FBF	Furthest Behind First
GBV	Gender-Based Violence
GDC	German Development Cooperation
GESI	Gender Equity and Social Inclusion
GFG	Good Financial Governance
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HCMC	Health Centre Management Committee (Cambodia)

¹ Abbreviations used only once in these Guidelines are not included in this list.

HEF	Health Equity Fund (Cambodia)
HLP	High-Level Panel
IAEG-SDGs	Inter-Agency and Expert Group on SDG Indicators
IDPOOR	Identification of Poor Households (Cambodia)
KAP	Knowledge, Attitude and Practice (Palestine)
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersexual
LGRP	Local Governance Reform Programme (Palestine)
LGU	Local Government Unit (Palestine)
LNOb	Leave No One Behind
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDLF	Municipal Development and Lending Fund (Palestine)
MEF	Ministry of Economics and Finance
MINEFID	Ministry of Economy, Finance and Development (Burkina Faso)
MIS	Management Information System
MOH	Ministry of Health
MOLG	Ministry of Local Government (Palestine)
MOSVY	Ministry of Social Affairs, Veteran and Youth Rehabilitation (Cambodia)
NAPVAW	National Action Plan to Prevent Violence Against Women (Cambodia)
NDP	National Development Plan (Mexico)
NDSP	National Disability Strategic Plan (Cambodia)
NGO	Non-Government Organization
NSPC	National Social Protection Council (Cambodia)

NSSF	National Social Security Fund (Cambodia)
ODI	Overseas Development Institute
OECD	Organization for Economic Cooperation and Development
OWG	Open Working Group on the SDGs
PA	Palestinian Authority
PDDC	Decentralisation and Communal Development Program (Burkina Faso)
PFM	Public Financial Management
PNDES	National Economic and Social Development Plan (Burkina Faso)
PWD	Person with Disabilities
QEMT	Quality Enhancement Monitoring Tool
SARUN	Sector Project “Reducing Poverty and Inequality as Part of the 2030 Agenda” (GIZ)
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SDIP	Strategic Development and Investment Plan (Palestine)
SHP	Social Health Protection (Cambodia)
SKEW	Service Agency Communities in One World
UN	United Nations
UNCDP	United Nations Committee for Development Policy
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNSDG	United Nations Sustainable Development Group
USAID	United States Agency for International Development
VHSG	Village Health Support Group (Cambodia)
WHO	World Health Organization

A Brief Introduction to the Guidelines

The imperative to “**Leave No One Behind**” (LNOB) has become a buzzword in the field of international development cooperation. It has been described in many ways by politicians, experts, lobbyists and journalists – as a vision, a principle, a pledge etc. – to ensure that all people are taken along on the path to sustainable development. As a guiding principle of the 2030 Agenda for Sustainable Development, adopted by the UN General Assembly in 2015, LNOB shines the spotlight on the poorest and most vulnerable people and calls for all stakeholders to intensify their efforts to narrow existing gaps between population groups. However, while much time has been spent on conceptualizing and defining what LNOB means, there is still a remarkable gap of knowledge when it comes to implementation experiences.

Against this background, the present Guidelines aim to **fill important knowledge gaps on LNOB implementation in international development cooperation**, based among other things on the knowledge and experience of 11 selected **inspiring projects** (case studies) operating in four world regions.

A series of **key recommendations** targeting project planners and practitioners represents a synthesis of the main results of the project reviews conducted during preparation of these Guidelines (see next section).

Part 1 of the Guidelines illustrates firstly what the LNOB principle can mean in the **project cycle** (section 1.1) and then how **best practices** (section 1.2) can be identified in a systematic and participatory manner. **Capacity development** for LNOB is addressed in the Guidelines (section 1.3), capitalizing on the knowledge and experience of the 11 case study projects with a view to adapting existing project management tools for capacity development to the needs of LNOB implementation. The **lessons learned** (section 1.4) illustrate, among other things, what due diligence may imply in the context of LNOB implementation. The Guidelines propose a simple tool for LNOB self-assessment at the project level that might help to ensure due diligence in this sense. The Guidelines also enable multi-faceted orientation for project planners and practitioners regarding how to embed LNOB in development cooperation programmes and projects, with a strong focus on **innovative, tried and tested project-level approaches, tools and methodologies**. Among other things, the Guidelines provide a short introduction into the **genesis and evolution of the LNOB principle** in donor policy discourses (section 1.5). This section

provides important policy-level information relating to the LNOB principle that will help LNOB-sensitive project planners and practitioners to engage in meaningful and fruitful dialogue and exchange with high-level development cooperation policymakers. An interim assessment of where we stand in our understanding of the LNOB principle and how this principle affects or might affect development cooperation is presented under the heading of “**open questions for further review**” (section 1.6).

Part 2 summarizes the empirical underpinnings of the present Guidelines with the presentation of **11 inspiring projects** that serve here as case studies. These presentations underline, among other things, the need to identify **LNOB blind spots** in project strategies and operations and how the case study projects reviewed here have responded to this need. Some of these projects have systemically addressed the crucial question of LNOB relevance: “**Are we leaving specific segments of our target group(s) behind, and what can we do about it?**” Some projects have found answers to this question and now aim to mainstream LNOB in their interventions. The present Guidelines describe how these projects have – either implicitly or explicitly – identified and applied practice-oriented responses to this crucial question that are adapted to their specific contexts and target group needs.

The Guidelines conclude with a comprehensive set of **documentary references and links** and with **14 technical annexes** drawn for the most part from the practical experiences of the 11 case study projects. In some cases, the technical annexes represent modified versions of the original documents, transformed in close cooperation with the contributing projects to render them more easily adaptable to a variety of interventions and country contexts.

KEY RECOMMENDATIONS

RECOMMENDATIONS FOR DEVELOPMENT COOPERATION PLANNERS

1. **To ensure LNOB relevance in the design of development cooperation programs and projects.** This can be achieved through consideration of LNOB when evaluating possible target groups and relevant project regions; prioritization of segments of society that are the furthest behind in terms of multi-dimensional poverty; and focus on eradicating poverty and reducing inequality in sector, regional and country strategies and programs (cf. section 1.1 and Annex A13).
2. **To facilitate significant participation by legitimate representatives of concerned poor and marginalized groups in the design, identification, appraisal and negotiation phases of project preparation.** This requires strong mechanisms for transparency and accountability in the delivery of LNOB-relevant results, as well as significant i.e., active and informed participation of poor and disadvantaged groups in program negotiation processes (cf. section 1.1).
3. **To access planning and analytical expertise from in-house and external sources to address the structural and systemic causes of poverty and inequality during project preparation.** Executing agencies such as Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) dispose of significant in-house expertise in poverty reduction, human rights-based approaches, social protection systems etc. that can be mobilized for project preparation. They can also cooperate with specialized state and non-state actors in the concerned partner countries during project preparation to access information and knowledge relevant to project identification and appraisal (see many examples of close cooperation with non-state actors in Part 2).
4. **To identify and make use of best practices in target group analyses and other LNOB blind spot assessments for project planning purposes.** This involves among other things asking the right questions, such as “Who is excluded from what, by whom, where do those left behind live, why are they left behind, how and to what extent (how much)?” Evidenced-based target group analyses using suitably disaggregated data and LNOB-oriented brainstorming with stakeholders can provide answers to such questions during project preparation or, at the latest, during project implementation (cf. sections 2.1 and 2.10 and the concerned Annexes).
5. **To ensure strong LNOB relevance in the design of monitoring and evaluation systems.** The envisaged concepts and tools of project performance measurement should put special emphasis on how the project is expected to produce tangible results for specific poor and marginalized groups. The monitoring system should be designed with a view to providing up-to-date information in quantitative and qualitative terms regarding (i) the provision of outputs (goods and services) by the project and its partners to these target groups, (ii) the realization of intended outcomes (utilization of outputs by the target groups) and (iii) the likely impacts (consequences of outcomes) to the benefit of the target groups. Tools should also be put into place to monitor unintended results (e.g. stakeholder surveys) on a regular basis. Evaluations should be tasked with assessing, among other things, the LNOB relevance of the monitoring system and recommending measures to strengthen it (cf. sections 2.2, 2.10 and 2.11 for examples of LNOB relevance in the definition of performance indicators).
6. **To enable rapid and flexible technical and financial responses to unexpected urgent needs among poor and vulnerable target groups.** Flexibility is often lacking in current development cooperation practice, but well-justified nonetheless, given the precariousness of the situations in which many poor and vulnerable groups live. Operational flexibility may be observed in several case study projects that employ dedicated funds and targeting mechanisms to support innovative approaches (cf. sections 2.5, 2.8 and 2.9).

7. To facilitate the design and steering of LNOB-sensitive evaluations and the sharing of their results. LNOB-sensitive project evaluations should assess the quality of project-level responses to key questions such as "Who is being left behind? Why? What should be done? and How to measure and monitor progress?"

based on internationally recognized methodologies and providing examples of lessons learned and good practices to share with other projects in this respect and to apply in the planning of new and extended interventions (cf. Boxes 1 and 2 and key questions assessing LNOB relevance in Annex A13).

RECOMMENDATIONS FOR DEVELOPMENT COOPERATION PRACTITIONERS

8. To conduct LNOB self-assessments among project staff and other close collaborators on a regular basis. Such self-assessments do not need to be costly in terms of time or effort. A simple self-assessment tool, based on various practice-oriented interpretations of the LNOB principle identified in these Guidelines and adaptable to the specific needs of the interested projects, is proposed in section 1.4 and Annex A14.

9. To assign roles and responsibilities among staff that reflect the need for (internal) LNOB competence and (external) LNOB-related communication. Dedicated LNOB staff and expert pools as well as staff training in statistics (including data collection methodology) and analysis for LNOB can contribute to LNOB-relevant capacity building at the individual level. Job descriptions for project personnel with a strong focus on LNOB-relevant issues have been developed and implemented by several case study projects (see e.g. section 2.10 and Annexes A7 and A8).

10. To facilitate LNOB capacity building and awareness raising both within the project itself as well as in other projects that strive to enhance their LNOB relevance. Numerous instruments have been developed and applied by case study projects for internal and external LNOB capacity building (cf. Figures 3 and 4). Regarding LNOB awareness raising, some good examples are the LNOB Power Walk in Burkina Faso (cf. Annex A2), the Knowledge, Attitude and Practice (KAP) survey and LNOB awareness raising workshops in Palestine (cf. section 2.10 and Annexes A11 and A12). Key questions for LNOB relevance have been defined by GIZ headquarters (Annex A13).

11. To develop, test, apply and share innovative LNOB approaches, methodologies and tools. Innovation is given explicit high priority in initiatives supported by GIZ's Inequality Challenge fund (cf. section 2.5) and Oxfam Mexico's Inclusive Economies Project (cf. section 2.8). At the same time, most if not all case study projects presented in Part 2 of the Guidelines exhibit high levels of creativity and innovation in LNOB implementation. This may require further development and utilization of already existing tools for new LNOB-relevant challenges.

12. To strengthen available data collection and analysis capacities for purposes of LNOB-oriented monitoring. Development cooperation projects should embed the LNOB principle in their own performance indicator systems (cf. section 2.10). They can also help their partner organizations to do the same (cf. section 2.2). The standard tools of project monitoring are largely adequate for LNOB-oriented monitoring. But broadly defined objectives and single-variable indicators may require revision including further disaggregation in order to meet the demands of the LNOB principle (cf. Box 1).

13. To report on LNOB-relevant progress in a format and language that is accessible and understandable to diverse stakeholders including the concerned poor and marginalized groups. Palestine's experience with "Readable Budgets" (section 2.11) may be cited as a good practice in LNOB-friendly formatting. Local languages are employed in training programs for communal development in Burkina Faso (cf. section 2.1) while sign language translations and documents in braille are provided as needed in Cambodia (cf. section 2.6).

14. To identify legal and regulatory barriers to LNOB implementation and engage to remove these barriers through advocacy and significant stakeholder participation. The aim is to establish legal and regulatory frameworks with strong LNOB relevance and thereby contribute to creating an LNOB-friendly legal and regulatory environment. In Cambodia, for example, the existence of an appropriate legal framework for the identification of the poor has been an important success factor for German development cooperation in this field (cf. section 2.3).

15. To establish functional networks / platforms of LNOB practitioners in the concerned sectors, regions and countries with a view to sharing LNOB-relevant experience and knowledge and channeling this information

to policymakers and planners, within own and among other development cooperation agencies. In Palestine, for instance, several networks including the Disability Representative Bodies Network in the Gaza Strip, have received project-sponsored support for their roles in coordination and advocacy (cf. section 2.10).

16. To never cease to ask the crucial question: "Are we leaving specific segments of our target group(s) behind, and what can we do about it?" Various formats for "blind spot assessments" have been developed and applied in case study projects (cf. sections 2.1 and 2.10). These are generally affordable, easy to adapt, and easy to apply in a wide spectrum of contexts. They can be helpful in ensuring alignment with the LNOB principle in development cooperation.

Part 1

Key Aspects of LNOB Implementation

1.1 Integration of LNOB into the Project Cycle

GIZ's understanding of the LNOB principle gives rise to the following expectations: "Implementing the LNOB principle requires that GIZ and its clients/commissioning parties are willing to examine what LNOB means in the respective context, reflect critically on blind spots in their work to date, identify levers for realizing the rights of individuals and groups left behind, and further develop these levers. It also requires an openness to in-depth dialogue with partner regions and state partners" (GIZ 2019c, p. 6).

To meet these expectations, "business as usual" is obviously not enough. There is a need for some paradigmatic changes in the design, implementation and evaluation of development cooperation programs and projects in order to honor the LNOB pledge. One consequence of this paradigmatic shift is that our understanding of the project cycle and of how it should work is changing, as illustrated in **Figure 1** below.

According to Figure 1, all five stages of the project cycle are potentially affected by the LNOB principle. It begins with the **program design**, assigning priority to segments of society that are the furthest behind in terms of multi-dimensional poverty i.e., poverty defined as a set of specific deprivations such as low income, lack of education, poor access to basic health care etc. This approach may have significant consequences for the choice of target groups and/or regions. Furthermore, at this stage, it will not suffice in the future to design new development cooperation strategies behind closed doors: Instead, more transparency and broad stakeholder participation in donor priority setting (e.g. during the elaboration of country strategies) will be required.

Once a development cooperation program has been designed and adopted, it can be broken down into more specific interventions, generally referred to as projects (or modules, as in the GIZ). LNOB commitment during the stage of **project identification and appraisal** will require more emphasis on addressing the root causes of poverty in all its dimensions and prioritizing those segments of society that are furthest

behind, with a view to ultimately empowering the poor and vulnerable. As in the previous stage, significant participation by legitimate (i.e. recognized) stakeholder representatives in project appraisals should be ensured, e.g. through multi-stakeholder reference groups to guide such appraisals.

During the stage of **project negotiation, financing and approval**, the contractual relations between donor agencies (such the BMZ) and implementing agencies (e.g., GIZ) are established. Typically, this involves defining the project's results framework, including the objectively verifiable indicators to be used for progress monitoring and reporting purposes, the roles and responsibilities of the project staff, and the project's budget. During this stage, the foundations for the envisaged LNOB-sensitive monitoring and evaluation (M&E) system should be laid (see below). Another important aim of this stage is to minimize contractual modalities that inhibit project management's capacity to react quickly and effectively to urgent and unexpected stakeholder needs.

Budgetary contingencies (reserve funds), for example, can facilitate flexible management of LNOB-relevant staffing and data collection. Such operational flexibility is well-justified, given the precariousness of the situations in which many poor and vulnerable groups live. Participatory risk assessments in this stage can help gauge the degree of flexibility that may be required in subsequent project implementation.

Many development cooperation projects supported by Germany and other donor countries have already integrated LNOB into **project implementation and monitoring**. In some projects, LNOB plays a dominant role; in others, LNOB is a key element of some but not all expected results. In many projects, more effort and innovation are required in the design and application of LNOB-relevant approaches and tools, including those that address issues of data collection and analysis, as well as how to address poverty (in all its dimensions), marginalization, inequality and multiple forms of discrimination (intersecting factors).

FIGURE 1: LEAVING NO ONE BEHIND IN THE PROJECT CYCLE

PROGRAM DESIGN

- Adopt sector, regional and country strategies that focus on eradicating poverty and reducing inequality
- Assign high priority to segments of society that are the furthest behind in terms of income and other dimensions of poverty
- Ensure active and informed participation of poor and disadvantaged groups (as stakeholders) in program design processes appraisals should be ensured, e.g. through multi-stakeholder reference groups to guide such appraisals

PROGRAM EVALUATION

- Provide sound evidence-based evaluations of program and project results in terms of poverty eradication and inequality reduction
- Emphasize the transferability and scaling-up potential of LNOB-relevant solutions and lessons learned
- Channel LNOB-relevant evaluation results (information and knowledge) into multi-level and multi-stakeholder policy dialogues



PROJECT IDENTIFICATION AND APPRAISAL

- Ensure focus in strengthening and empowering segments of society that are the furthest behind
- Address the structural and systemic causes of poverty and inequality: Who is excluded from what, by whom, where, why, how and to what extent?
- Include local planners and analysts as well as legitimate representatives of poor and disadvantaged groups in appraisal missions

PROJECT IMPLEMENTATION AND MONITORING

- Develop, apply and share innovative LNOB approaches and tools on a continuous basis
- Provide baseline and current indicator values using suitably disaggregated data (both quantitative and qualitative) that is well protected from misuse and well appreciated by the concerned stakeholders
- Report regularly on project implementation in a format and language that is accessible and understandable to the intended beneficiaries

NEGOTIATION, FINANCING AND APPROVAL

- Ensure technical and financial flexibility to enable rapid responses to urgent and unexpected stakeholder needs
- Ensure significant participation of poor and disadvantaged groups in negotiation processes
- Establish strong mechanisms for transparency, accountability and participation in the delivery of LNOB-relevant results

The monitoring system that is implemented during this stage should provide up-to-date LNOB-relevant information in quantitative and qualitative terms regarding the project's results:

- (i) The provision of outputs (goods and services) by the project and its partners to the project target groups including poor and marginalized groups,
- (ii) The realization of intended outcomes (utilization of outputs by the target groups) and
- (iii) The likely impacts (consequences of outcomes) to the benefit of the target groups.

Monitoring is also expected to help ensure inclusiveness in project implementation, for example by using reporting formats (e.g., in radio broadcasts and braille publications) as well as languages (including ethnic minority dialects) that are accessible and understandable from the perspective of poor and vulnerable groups. Information and knowledge sharing during this stage can encourage other projects (so to say through horizontal knowledge exchange) to embrace LNOB-relevant practices during implementation.

Project evaluation is the final link in the project cycle. It creates a bridge of knowledge sharing between project implementation and program (re)design. LNOB relevance can be

ensured at this stage by compiling and analyzing evidence of project-level outcomes and impacts that affect the lives of poor and vulnerable individuals and groups. Such evidence can be aggregated at the program level to assess the extent to which development cooperation programs have achieved their LNOB-relevant goals. Assessing the transferability and upscaling potential of LNOB-solutions and lessons learned is particularly relevant during this stage. The LNOB-relevant conclusions of evaluations can also feed into policy dialogue at various levels and with diverse stakeholders in development cooperation policy review processes (cf. Box 1)

As evidenced above, many opportunities are available to render project cycles more LNOB-relevant, to enhance program and project outcomes in terms of putting the furthest behind first, and to honor the pledge to leave no one behind through more LNOB-focused development cooperation. Seizing such opportunities, however, is not necessarily an easy task. Many challenges must be faced. The table below highlights **selected key challenges in each stage of the project cycle**, identifies some possible entry points, and cites relevant knowledge and experiences that have been gathered by inspiring projects, as documented in Part 2 of the present Guidelines.

TABLE 1: KEY CHALLENGES AND POSSIBLE ENTRY POINTS IN EACH STAGE OF THE PROJECT CYCLE

Stages of the Project Cycle	Key Challenges	Possible Entry Points	References to Inspiring Projects (Part 2)
Program design	Political will and commitment to LNOB	• handwashing with soap and flowing water • use of improved latrines	Section 2.5
Project identification and appraisal	Ensuring focus in the choice of target groups and/or regions	Strong LNOB relevance through priority setting for the furthest behind	Sections 2.1, 2.4 and 2.8
Negotiation, financing and approval	Active and informed participation of target groups in decision making	Strengthen LNOB-oriented civil society organizations to effectively represent their constituencies	Sections 2.7 and 2.10
Project implementation and monitoring	Gather and analyze LNOB-relevant data for M&E purposes	Introduction of digital tools to facilitate communication with target groups	Section 2.5
Project evaluation	Gather and share lessons learned in implementation of LNOB	Establish platforms for LNOB information sharing between projects and programs	Sections 2.1 and 2.10



BOX 1: MONITORING AND EVALUATION FOR LNOB IMPLEMENTATION

Monitoring is a continuous activity, while evaluations are periodic. For this reason, monitoring is often closely associated with project implementation in the project cycle, and evaluation is treated as a separate stage in the cycle (cf. Figure 1, above). Nevertheless, monitoring and evaluation are also often treated as two components of a single “M&E system”, given the potentially strong interactions between them: good monitoring can contribute to good evaluation, while good evaluations may serve as a potential source of inspiration for improving monitoring systems.

The standard tools of **project monitoring** – surveys, interviews, SMART indicators, the 5 Ws etc.² – are largely adequate for LNOB-oriented monitoring. But broadly defined objectives and single-variable indicators may require revision in order to meet the demands of the LNOB principle. In the area of basic education, for instance, we might define our project objective as follows: “Access to basic education and the quality of basic education have improved”. One indicator that might be used to measure progress in this sense is “The average rate of pupil absenteeism in primary schools is reduced from X% to Y%”. This indicator, however, treats the target group “pupils” as a homogenous mass and provides no insight into the distribution of the project’s benefits within that group: Will the envisaged change benefit for the most part children from poor and marginalized households (i.e., households at risk of being left behind), or will other, less disadvantaged children benefit more? To ensure the LNOB relevance of the indicator and, with that, the LNOB relevance of the project’s interventions, an alternative formulation of the indicator may be considered, e.g., “The average rate of pupil absenteeism in primary schools among child from the poorest 20% of the households in the project’s zone of intervention is reduced from X% to Y%”. A multidimensional approach to ensuring the LNOB relevance of project’s intervention might take the same or a similar

indicator and relate it to children living with a disability, children with an indigenous background, or children from single-parent households. Note that such LNOB-oriented revisions of indicators may lead to the need to revise the project’s intervention logic and resource allocations.

UNICEF has recently published some interesting exploratory work on Multiple Overlapping Deprivation Analysis (MODA), that takes the complexity of poverty and marginalization into account, while keeping the overall approach simple and easy to understand (cf. UNICEF 2019).

LNOB-oriented project evaluations may be expected to ask key questions like: To what extent was the project concept designed to reach particularly disadvantaged groups? How were identified risks and potentials for human rights and gender aspects included into the project concept? Is there evidence of results achieved at target group level? To what extent have targeted marginalized groups been reached? Which unintended negative or positive results can be observed? Further questions for reflection are summarized in Annex A13. To date, no standard approach to LNOB-oriented project evaluations has been established. But a methodology recently proposed for the UN system might lend itself well to the needs of such evaluations. It puts forward 4 key questions to which all projects should respond (cf. UNSDG 2019, p. 11):

- (i) Who is being left behind? (gathering the evidence);
- (ii) Why? (prioritization and analysis);
- (iii) What should be done?
- (iv) How to measure and monitor progress?

LNOB-sensitive project evaluations may be tasked with assessing the quality of project-level responses to these questions, providing examples of lessons learned and good practices in this respect (cf. also Bamberger et al 2016).

² SMART stands in most cases for Specific, Measurable, Achievable, Relevant and Time-Bound. The 5Ws are key questions whose answers are considered basic in information gathering and problem solving: Who, What, Where, When and Why (cf. Bours 2014).

Part 1.2

Identification of Best LNOB Practices

The search for **best practices** in the realm of LNOB implementation has been the subject of a limited number of studies and publications to date. In the 2030 Agenda, the UN commits itself to “foster exchanges of best practices and mutual learning” (cf. UN 2015, §73). The results of this commitment, however, have been limited to date. The UN’s Common Country Analysis entitled “Leave No One Behind: A Perspective on Vulnerability and Structural Disadvantage in Palestine”, for example, indicates that “Palestine’s social protection coverage targeting has been deemed among the best in the region and its unified beneficiary system is considered a regional best practice” (UN 2016, p. 78). The OECD’s Development Cooperation Report 2018, sub-titled “Joining Forces to Leave No One Behind”, cites the Kenyan “Inua Jamii” initiative, a cash-transfer programme, as a “best-practice example of government intervention and impact” (OECD 2018a, p. 193). Unfortunately, neither publication refers explicitly to the frame of reference or the selection criteria used to identify these “best practices”. Rather than identifying best LNOB practices in a transparent and verifiable manner, many development cooperation agencies and researchers tend to reiterate the need to identify such best practices and to embed them in policies and programs, without naming and explaining specific best practices or tools and methods to identify them in a precise manner.

It is generally agreed that **contextuality** plays a major role in assessments of what is best and what is not best. An LNOB tool may be effective in one country, but a failure in a different country. The issue of contextuality is closely related to the question of transferability: Can a specific approach to LNOB, tried and tested with success in one location, be transferred with success to a different location? Responses to such questions will tend to remain hypothetical as long as a real-life transfer has not been attempted. Despite these conceptual and operational barriers, a cautious attempt will be made here to devise an approach to identify best practices relating to LNOB implementation in the realm of international cooperation for sustainable development, drawing on Part 2 of the present Guidelines. For reasons of simplicity, only two criteria will be applied:

- **Specificity** regarding the intended poor and/or marginalized beneficiary group, and
- **Transferability** i.e., being realistically adaptable to a different context at a reasonable cost.

Applying these two criteria, we can rate any given LNOB approach, methodology or tool in terms of its potential as a best practice in LNOB implementation. A purely fictive application of this rating approach is illustrated in Figure 2 below, focusing on instruments for individual LNOB competence building that have been applied in one or more of the case study projects described in Part 2 of the Guidelines.

According to the results presented in Figure 2, group exercises such as the Power Walk, as practiced in the German-sponsored Decentralisation and Communal Development Program (PDDC) in Burkina Faso (cf. section 2.1 below), has a high potential to qualify as a best practice in LNOB implementation: It addresses (at least potentially) specific groups at risk of being left behind, is a useful tool for awareness raising, and is adaptable to different contexts at a reasonable cost.

The results of LNOB best practice rating exercises, such as the fictive one described here, will depend not only on the choice of eligible practices and selection criteria, but also on how levels are assigned to each criterion. In the present fictive example, the distinguishing characteristics of the “low”, “medium” and “high” categories are not predefined. The assignment of levels to each criterion is open and therefore highly dependent on the subjective comprehension of these categories by the participating persons. A more closed, objective approach would require the predefinition of each category. For example, transferability might be defined as “low” if the application of the concerned practice requires a high level of education (university degree), “medium” if it requires a medium level of education (secondary school), and “high” if the necessary level of education is low (primary school) or negligible. Whether a more open or a more closed approach is preferable in the specific context of rating exercise application will depend, among other things, upon the homogeneity of the participating users in terms of their prior knowledge and understanding of the practices and selection criteria in question.

FIGURE 2: RATING OF POTENTIAL BEST PRACTICES IN LNOB IMPLEMENTATION ³

No.	Approach / methodology / tool	Specificity	Transferability	Score (max. = 3)
1	Project-level LNOB focal points	Low	High	2.0
2	Dedicated LNOB staff and expert pools	Medium	Medium	2.0
3	Staff training in statistics and analysis for LNOB	Medium	Low	1.5
4	LNOB-oriented results models	Medium	Low	1.5
5	LNOB awareness-building workshops	High	Medium	2.5
6	Power Walk (internal group exercise)	High	High	3.0
7	LNOB-sensitive indicator systems	High	Medium	2.5

Note: The score is calculated as the average rating with low = 1, medium = 2 and high = 3.

The above example of multi-variant decision support, as illustrated in Figure 2, may serve as a good starting point for a more informed and systematic identification of good practices in LNOB implementation across the globe. “More informed” implies that such assessments should take a wide variety of views and experience into account, including the perceptions of the intended beneficiary groups. A truly participatory approach in this sense would require that legitimate representatives of poor and marginalized groups have signifi-

cant influence in the choice (and eventual weighting) of the applied rating criteria. Rating exercises such as these could be carried out by groups of stakeholders, whereby thematic and/or regional clusters might facilitate communication between the participants and the emergence of largely consensual conclusions. Of course, the ultimate proof of the “bestness” of any given practice in LNOB implementation will reside in its successful application in two or more different environments.

Part 1.3

Capacity Development for LNOB

The interventions highlighted in these Guidelines (Part 2) cover a wide spectrum of conceptual, strategic and institutional approaches, ranging from thematically broad nationwide interventions aiming to ensure implementation of the 2030 Agenda as a whole (Mexico’s 2030 Agenda Initiative, cf. section 2.7), to more narrowly defined approaches focussing on specific sectors such as health (Social Health Protection, Cambodia, cf. section 2.3), specific regions within a country (Decentralisation and Communal Development, Burkina Faso, cf. section 2.1) and specific segments of society (Civil Society Programme, Palestine, cf. section 2.10). In some

cases, the LNOB principle has been explicitly integrated into project planning exercises, as reflected in logical frameworks (cf. section 2.11.2), plans of operations (cf. Annex A1) etc., while in other cases the LNOB principle has been embraced in a more implicit and informal manner. Many of the projects presented here may be considered as exemplary in terms of translating the LNOB principle into tangible results.

Despite their diversity, it is quite evident that all the projects reviewed here have at least one thing in common: their

³ The approaches etc. referred to in Figure 2 are drawn from the following sections of the Guidelines: (1) 2.1.3 and 2.10.3, (2) 2.2.3, (3) 2.5.3, (4) 2.1.3, (5) Annexes A11 and A12, (6) Annex A2 and (7) 2.11.2.

commitment to implementing LNOB. Another common denominator may be seen in the importance of **capacity building** in their endeavours to apply that principle. In some cases, the projects' own capacities to identify LNOB blind spots in their strategies and operations are not yet sufficiently developed to meet the existing needs; in other cases, the projects under review help their partner institutions to identify and mitigate their own LNOB blind spots. Many projects described here strive to develop internal and external LNOB implementation capacities simultaneously. In the process, many of them have established an impressive number and variety of approaches, tools and methodologies for these purposes (cf. for example sections 2.1.3 and 2.10.3).

The notion of **capacity development** is both systemic and multi-level. Systemically, it distinguishes between internal and external spheres of influence. Typically, the internal sphere is under the direct control of the actor (program or project) in question, whereas the external sphere is strongly influenced or even dominated by other actors. In terms of levels, the notion of capacity development concerns individual competence building, organisational development, the development of partnerships, and the development of enabling frameworks (cf. GIZ 2015). These four levels of capacity development are reflected in various manners in the projects described in this review.

Figure 3 (below) represents a possible capacity development framework for LNOB. The left-hand side describes the internal sphere, the right-hand side the external sphere. Each sphere is divided into two levels. Each level is defined by its purpose and the means available to fulfil its purpose. The means listed in Figure 3 comprise many approaches, tools and methodologies that have been developed, tested and applied by the projects reviewed in these Guidelines. The lists of means are not exhaustive. But they do indicate that many and diverse means are currently available to respond to the needs of capacity development for LNOB implementation.

Development of LNOB capacities within a given level of capacity development can affect the development of such capacities in the other three levels as well. Interactions between levels of LNOB capacity development are illustrated in **Figure 4**. The figure provides several examples of how strategic inputs into one level of LNOB capacity development can generate positive effects at the other levels.

Many opportunities can arise from a **coherent and holistic approach to LNOB capacity development in development cooperation programs**. In some cases, it may be necessary to introduce specific rules or mechanisms to facilitate interaction between activities at different levels. These can be taken into consideration in project management to leverage and optimize the project's LNOB outcomes.

A comprehensive LNOB capacity development framework might address other aspects as well, such as the roles and responsibilities of different actors in the design and implementation of the framework or strategy, and complementary processes among other actors, programs and projects (see GIZ 2015, pp. 122ff for more details). A normative LNOB capacity development framework might also serve as a tool for LNOB capacity gap analyses and as orientation for the design of an LNOB capacity maturity model.

LNOB-oriented analytical and normative frameworks should be sensitive to the political, social and cultural context of the concerned intervention. Such **contextual sensitivity**, however, does not justify risk aversion in the identification of blind spots. Coherent and holistic LNOB capacity development requires sensitivity to the diversity of persons and groups that are at potentially high risk of being left behind and options for reducing exclusion in given contexts. Systematic and aprioristic exclusion of certain disadvantaged groups from analytical processes and/or normative set-ups due to reasons of political or other sensitivity, complacency or simple neglect, can only contribute to perpetuating exclusion and undermining the achievement of the 2030 Agenda.

FIGURE 3: A CAPACITY DEVELOPMENT FRAMEWORK FOR LNOB IMPLEMENTATION ⁴
**INTERNAL LEVELS
OF LNOB CAPACITY DEVELOPMENT**
**EXTERNAL LEVELS
OF LNOB CAPACITY DEVELOPMENT**

Individual LNOB competence building	Development of LNOB cooperation partnerships
Purpose: To promote personal, social, technical, managerial, methodological and leadership competences in order to ensure LNOB relevance in project design and implementation. Means: • Project-level LNOB focal points • Dedicated LNOB staff (internal) and expert pools (external) • LNOB-oriented results models • LNOB-sensitive indicator systems • Staff training in statistics (including data gathering methodology) and analysis for LNOB • LNOB awareness-building workshops • Group exercises e.g., Power Walks	Purpose: To establish and develop cooperation between organisations to improve coordination and performance; establish and develop networks for knowledge sharing and co-creation for LNOB implementation. Means: • LNOB awareness building in government, NGOs, private sector and research bodies • Exchange between donor agencies (e.g., brown bag lunches) for LNOB advocacy • Direct and open dialog with representatives of poor and marginalized groups in projects and programs • Proximity to groups at risk of being left behind even in remote areas • LNOB training, toolkits and advocacy in local languages • Peer learning and study visits for LNOB • Multi-stakeholder platforms for LNOB • Multi-project and multi-donor working groups for sharing LNOB-relevant information and knowledge • Systematic and regular quality controls for LNOB-relevant service delivery
Organisational development for LNOB	Development of LNOB enabling frameworks
Purpose: To promote organisational learning and raise the performance and flexibility of an organisation in terms of LNOB implementation. Means: • Target group data collection & analysis • Focus on LNOB in strategic planning and project design • LNOB relevance assessments • Checklists for LNOB planning exercises • Internal standards for inclusion and LNOB sensitivity • Internal surveys e.g., Knowledge, Attitude and Practice (KAP) surveys among project staff eventually including partner organisation staff as well	Purpose: To develop enabling legal, political and socio-economic frameworks so that individuals, organisations and societies can develop and raise their performance capability in terms of leaving no one behind. Means: • Legal and regulatory frameworks with strong LNOB relevance • High-level coordination for 2030 Agenda and LNOB implementation • Mainstreaming LNOB into national and local plans and strategies • LNOB-sensitive performance budget preparation and implementation • Strong LNOB visibility and communication

⁴ The items included in Figures 3 and 4 are taken for the most part from Part 2 of the present Guidelines.

FIGURE 4: INTERACTIONS BETWEEN LEVELS OF LNOB CAPACITY DEVELOPMENT (EXAMPLES)

How each aspect below affects one or more aspects on the right	Individual	Organisational	Cooperation partnerships	Enabling frameworks
Individual		Increased individual LNOB competence facilitates integration of LNOB into rules & procedures for sustainable LNOB-sensitive organisational change	In-house LNOB awareness building expertise, tools and experience are used to raise awareness in partner organisations	Enhanced individual advocacy and leadership for LNOBfriendly frameworks drives negotiations to implement the 2030 Agenda leaving no one behind
Organisational	Organisational change makes it easier for individuals to translate their LNOB competence into action & results		Internal rules & procedures are conducive to creating and sustaining LNOB-relevant networks and partnerships	A stronger organisation helps representatives of poor & marginal groups to have a stronger voice in high-level policy dialog and decision making
Cooperation partnerships	Lessons learned from partners for tools etc. feeds into individual LNOB competence building	Enhanced coordination with & between partners facilitates efficient use of LNOB resources		LNOB coalitions across many segments of society can work together more effectively
Enabling frameworks	Individual LNOB competence is more easily incorporated into LNOB-sensitive dialog & negotiation outcomes	LNOB-sensitive planning & budgeting helps organisations to mobilize and use their resources to achieve LNOB-relevant goals	Policy dialog platforms provide ample space for organisations to exchange and induce LNOB-relevant change	

A recent review of 42 Voluntary National Reviews (VNRs) of implementation of the Sustainable Development Goals (SDGs) revealed, for example, that just 13 of these reviews mentioned refugees as meriting specific attention: “Not one single VNR includes data on refugees to measure their progress towards the SDGs. Refugees’ exclusion from VNRs is illustrative of what we call the ‘SDG refugee gap’. This gap is represented by a lack of data on refugee well-being, the exclusion of refugees from SDG monitoring frameworks and national reporting, and the failure to include refugees in national medium- and long-term development planning” (IRC 2019, p. 5). This example illustrates how SDG and LNOB-oriented

processes, while focusing on certain disadvantaged groups, can lead in some cases to the perverse consequence of the neglect and exclusion of other disadvantaged groups.

In general, **unintended effects**, whether negative or positive, are difficult or even impossible to know in advance. Many group-specific gaps may emerge. Nevertheless, planners and practitioners of LNOB-sensitive projects have several approaches and tools at their disposition to reduce the probability of unintended negative effects and to enhance the probability of unintended positive effects.⁵

⁵ The GIZ has adopted several planning approaches that take the unintended effects of its interventions into account, e.g. Do No Harm, KOMPASS and Integrated Context and Human Rights Analysis. Their application is selective and periodic i.e., generally limited to one application per project cycle.

Firstly, they can adopt a holistic approach to LNOB capacity development in development cooperation based among other things on evidence-based insight into the situation of **all persons and groups at potentially high risk of being left behind** in the concerned context. Admittedly, the scope of such insight can be daunting, as indicated by **Box 2** (below), which provides a general frame of reference for the identification of such persons and groups.

People living in extreme and multidimensional poverty are at risk of being left behind i.e., excluded from sustainable development. At the same time, many factors other than poverty such as discrimination and geographic location may further diminish their prospects for inclusion. In this case, we may speak of **intersecting factors** giving rise to various forms of multiple overlapping deprivation and affecting the risk of being left behind. A simple example of intersecting factors is presented in **Figure 5** below.

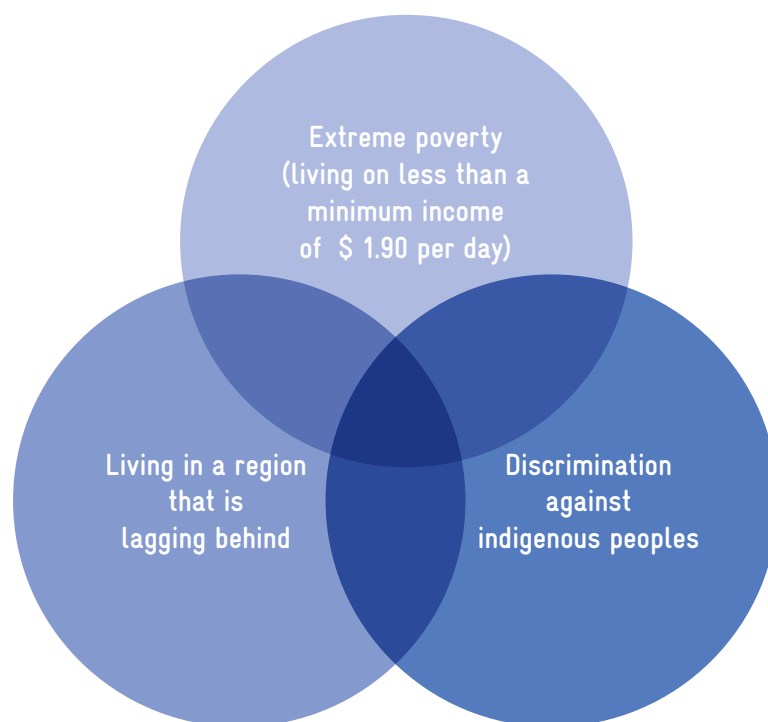


BOX 2: WHO IS AT POTENTIALLY HIGH RISK OF BEING LEFT BEHIND?

- | | |
|---|--|
| <ol style="list-style-type: none"> 1) Persons living in extreme poverty, below the poverty line, or near the poverty line, 2) Women and girls, 3) Children and youth / young people, 4) Elderly persons, 5) Persons with mental, physical, emotional and/or other disabilities, 6) Persons living with HIV/AIDS, 7) Indigenous peoples, 8) Refugees (cross-border and internally displaced persons) including victims of forced evictions and displacement, 9) Non-sedentary individuals such as homeless people, beggars, nomads, street children, migrant workers and their families, and hunter-gatherers, 10) Persons in poor and lagging regions, including remote areas like mountains, deserts, rainforests, and small islands, 11) Persons in urban ghettos or ghetto-like environments, 12) Children and youth living in fragile family environments, 13) Children and youth living in foster care e.g. orphans, 14) Individuals with low levels of education including illiterate persons, 15) Persons without means of formal identification, 16) Members of ethnic minority groups, 17) Members of minority linguistic groups, 18) Members of minority religious groups, 19) Members of minority racial groups, 20) Members of minority political groups, 21) Members of low caste and caste-like groups, 22) Individuals with slave or slave-like status (servitude) including forced labourers, | <ol style="list-style-type: none"> 23) Lesbian, gay, bisexual, transgender and intersexual (LGBTI) persons, 24) Persons held in short or longer-term detention for any purpose and current and former members of prison populations, 25) Sex workers, 26) Drug addicts including heavy smokers, alcoholics, games and media addicts and others, 27) Unemployed persons, especially long-term unemployed persons, and persons at high risk of unemployment, 28) Victims of sexual and domestic violence including female genital mutilation and forced marriage, 29) Persons living in or near to areas of open or latent conflicts, 30) Victims of natural and/or man-made disasters, 31) Persons whose lives and well-being are threatened by organized crime and the families of the victims of organized crime, and 32) Persons living with a stigma of any kind that constrains access to and/or use of goods, services and/or opportunities otherwise available to persons without such stigma. |
|---|--|

Note: This is an indicative unranked list of groups susceptible to exclusion from sustainable development. It is not exhaustive. The extent to which specific groups cited here are at high risk of being left behind will vary from one context to the next. Therefore, the list may serve as a starting point but not as a substitute for a thorough target-group analysis or other blind spot assessment.

FIGURE 5: INTERACTIONS BETWEEN LEVELS OF LNOB CAPACITY DEVELOPMENT (EXAMPLES)



While poverty is a primary factor affecting the risk of being left behind, other factors such as location and discrimination can intersect with poverty and increase the risk of the poor being left behind.

As indicated in Box 2 and illustrated in Figure 5, LNOB is not only about reducing poverty and inequality, but it also addresses other, in part intersecting factors that put persons and groups at risk of being left behind.

The United Nations recently proposed five factors as key to understanding who is being left behind and why: discrimination; place of residence; socio-economic status; governance; and vulnerability to shocks (UNSDG 2019, p. 13). While intuitively appealing given its simplicity, this categorisation should not, however, lead us to ignore or underestimate the multitude, diversity, complexity and dynamics of forces that drive poverty and inequality.

The notion of intersecting factors is important for planners and practitioners of LNOB-sensitive projects because it underlines the complexity of the LNOB challenge: It is not enough to design and implement measures to lift the poor out of economic poverty, such as targeted cash transfer programs and pro-poor vocational education and job creation schemes. Complementary measures are required to combat multiple forms of discrimination, exclusion and deprivation if the

risk of being left behind is to be effectively and sustainably mitigated.

The list in Box 2 is not exhaustive, nor does the order of presentation suggest any sort of hierarchy or ranking for purposes of priority setting. In some cases, the terminology may require some clarification (e.g. what is “ethnic”? what is “racial”?). Some of the categories are quite broad (e.g. young people) giving rise to overlap with more narrow categories (e.g. children and youth in foster care). Despite these features, the list presented in Box 2 can serve an important purpose: To help project planners and practitioners prevent the occurrence of **blind spots** in the design, implementation, monitoring and evaluation of LNOB-oriented interventions. In other words: An open and holistic perspective should be the starting point for any project cycle with an ambition to achieve high LNOB relevance. Projects with a broad SDG-oriented perspective (cf. section 2.7) can address the needs of all these groups, while others with a more focussed approach (e.g. supporting persons with disabilities, cf. sections 2.5 and 2.10) may consider the consequences of intersecting factors affecting their target groups and the possible reactions of their projects to specific forms of multiple deprivation.

Secondly, planners and practitioners of LNOB-sensitive projects can strive to identify and manage the unintended consequences of project implementation **in all stages of the project cycle**. Project feasibility studies, target group analyses, cost-benefit analyses etc. should not limit themselves to identifying and mitigating external factors (risks) that may inhibit the achievement of project objectives. They should also look at **externalities** (spill-over effects etc.) as well as **opportunity costs and benefits** induced by the project's interventions.

During the design phase, it may be difficult or impossible to anticipate such effects. Therefore, it will be important to put in place tools to monitor the unforeseen positive and negative results of project implementation, based for example on **regular stakeholder surveys** and **grievance and complaint mechanisms** with appropriate follow-up procedures. With this, LNOB-oriented programs and projects can respond quickly and effectively to the observed unintended effects, whether positive or negative, of their interventions.

Part 1.4

Some Lessons Learned and the Way Forward

In order to foster LNOB implementation, it is important to draw some **lessons learned** for future LNOB implementation in international cooperation programs and projects for sustainable development. Admittedly, some lessons learned may be very context-specific, while others lend themselves to implementation in diverse environments. Without delving deeper into questions of transferability, however, some important lessons learned in LNOB implementation may be formulated here, based on the experience of the 11 case study projects described in Part 2 of the present guidelines:

1. LNOB in project design: Ideally, implementation of the LNOB principle in development cooperation projects is explicitly anchored in the project design. Explicit integration of the LNOB principle into project strategies and planning documents facilitates transparency and accountability when translating the LNOB principle into actions and results. Integration of LNOB into a given project design should be based on the results of an ex ante target group analysis based on data that is suitably disaggregated (at least by income quintile, gender, geography, age and disability status) or other blind spot assessment addressing inter alia the systemic causes and drivers of poverty, inequality and exclusion, with significant (active and informed) participation by recognized representatives of the concerned groups (see explicit references in sections 2.5, 2.8 and 2.11 and Annex A1, and consult Annex A3 for generic terms of reference for LNOB-sensitive target group analyses in the health sector).

2. Roles and responsibilities: Clearly defined and realistic roles and responsibilities for LNOB implementation are important for its effectiveness. Some of the projects reviewed here have designed LNOB focal points, dedicated staff and pools of external experts to ensure LNOB implementation in a focused and effective manner. Such division of labour

and specialisation is also conducive to sharing LNOB-relevant information and knowledge between projects and across executing agencies (cf. section 2.2.3 and exemplary job descriptions for specialized LNOB advisors in Annexes A7 and A8).

3. Legal and regulatory frameworks: These may be important for the creation of an enabling environment for LNOB. The potentialities as well as the limits of LNOB implementation may be defined by these frameworks. In situations where legal and regulatory frameworks are lacking or ineffective, LNOB will tend to be more difficult but often even more important to implement. In Cambodia, for example, the existence of an appropriate legal framework for the identification of the poor has been an important success factor for German development cooperation in this field (cf. section 2.4). Some projects assessed here work actively in LNOB-relevant legal and regulatory reform processes (cf. section 2.6 and Annexes A3 and A4). Training and guidelines for the application of such frameworks can also facilitate LNOB implementation (cf. sections 2.2, 2.5 and 2.6).

4. Performance measurement: Some projects have successfully established LNOB-sensitive performance indicators. The Civil Society Program (CSP) in Palestine, for instance, refers explicitly to marginalized groups in 3 out of 5 objective-level indicators (cf. section 2.10). One of these indicators relates to the number of new project proposals in other German-Palestinian interventions that take previously ignored marginalized groups into account. The Local Governance Reform Program (LGRP), also in Palestine, collects stakeholder survey data to measure the extent to which annually updated strategic and investment plans take the needs of marginalized groups into account (cf. section 2.11). These are good examples of how LNOB focus in

project design and implementation can enhance the LNOB relevance of the plans and strategies of public sector actors and their international development partners.

5. Due diligence: All the projects reviewed in these Guidelines are LNOB-relevant. But are they also well-aligned to the LNOB principle? Despite important implicit and explicit LNOB relevance in all these projects, not all of them have systemically addressed the crucial question: Are we leaving specific segments of our target group(s) behind, and what can we do about it? There are some notable exceptions among our case studies, such as Palestine's Civil Society Program (CSP) that has been conducting LNOB awareness workshops with other German-sponsored projects, asking precisely this question, and coming up with some important responses in terms of the way forward (cf. section 2.10 and Annexes A11 and A12). Another exception is the target groups analysis regarding persons left behind in the health sector, conducted by the Decentralisation and Communal Development Program (PDDC) in Burkina Faso, which is ongoing (cf. section 2.1 and Annex A3). Such blind spot assessments as these are generally affordable, easy to adapt, and easy to apply in a wide spectrum of contexts. The existence of such an assessment, conducted at least once during every project cycle and feeding into project-level activity plans and results frameworks, may serve as a good indicator (or marker) of due diligence in ensuring alignment with the LNOB principle in development cooperation.

While many development cooperation projects may be able to translate the above lessons learned into LNOB-relevant actions and results in the medium to longer term, some of them may also consider the short term and ask, **“What is the way forward?”** or **“What next?”**. A viable answer to such questions may be seen in the 5th lesson learned, which relates to the notion of “due diligence”. At face value, this notion may sound challenging, given the diversity of development cooperation projects. Each project has a specific potential to ensure that no one is left behind. In sum, it is difficult to come up with a single,

universally applicable “LNOB formula”, yardstick or minimal standard for good LNOB practice in development cooperation. Nevertheless, the present study has revealed many LNOB implementation practices that may qualify as models to be emulated e.g., in the definition of project mandates, in the formulation of performance indicators, in the allocation of staff responsibilities etc. Hence, the present Guidelines propose a list of expectations that are both desirable and realistic in development cooperation projects that strive to ensure the LNOB relevance of their design and implementation. Ten such expectations have been identified and formulated as “statements” in the **LNOB Self-Assessment Grid for Project Planners and Practitioners**, that may be found in Annex A14 to the present Guidelines.

The LNOB Self-Assessment Grid is based on various practice-oriented interpretations of the LNOB principle identified in these Guidelines. It is a tool that any development cooperation project may apply to gauge its own current LNOB relevance based on the perceptions of its own staff. As such, the active use of this or a similar tool may serve as a sort of **“minimal standard”** for good LNOB practice in development cooperation. The Grid lends itself well to internal surveys involving all levels of project planners and practitioners. Among other things, it can help identify LNOB-relevant knowledge gaps among staff, as indicated in the right-hand column “I’m not sure”. Most importantly, the Grid can help a project to draw on the LNOB-relevant knowledge and experience of project staff and to collect new ideas and approaches to better ensure LNOB orientation in future project design and implementation. Of course, the list of statements may be adapted in accordance with the level of LNOB orientation that the project has already attained. It can be adjusted to the specific needs of the interested projects. But the basic idea remains the same: To benefit the utmost from in-house LNOB-relevant knowledge and experience on a regular basis and to thereby create the foundations for a shared and dynamic vision of what LNOB relevance can and should mean in practical terms at the project level.

Part 1.5

Embedding LNOB in Global and National Policies for Sustainable Development

The aim of this section of the Guidelines is to provide important background information relating to the role of the LNOB principle at the development cooperation policy-level that will

help LNOB-sensitive project planners and practitioners to engage in meaningful and fruitful dialogue and exchange with high-level development cooperation policymakers.

LNOB IN GLOBAL POLICYMAKING

In recent decades, the world has seen remarkable progress in poverty reduction. Between 1990 and 2015, more than 1 billion people have escaped extreme poverty. Nevertheless, progress has been uneven, and not all countries and population groups have benefited equally. Today, still more than 700 million people live on less than 1.90 US-Dollar a day, and about 1.3 billion people are affected by so-called multidimensional poverty. Current projections indicate that SDG 1 (ending poverty) will not be achieved by 2030. Poverty is increasingly concentrated in developing countries, particularly in Sub-Saharan Africa, and in fragile states. Within these countries, poverty is also unevenly spread. It affects specific groups (e.g. persons with disabilities, ethnic minorities and persons living in remote and lagging regions) disproportionately. Inequality between population groups is also growing. Policy and decision makers who are aware of these problems and their possible consequences for social cohesion and sustainable development are searching for context-specific solutions.

Against this background, the notion of “Leave No One Behind” plays an important role not only in current political discourses and economic and social policymaking, but also in the aspirations of millions of individuals and groups discontented with poverty and marginalization affecting their lives and the lives of many others. With the adoption of the United Nations’ 2030 Agenda on September 25, 2015 (UN 2015), in which all member states of the UN pledged that “no one will be left behind”, this notion has attained the status of a guiding principle at all levels and in all sectors of policymaking across the globe. The application of this guiding principle, however, has been marked by the lack of a common understanding and concrete recommendations for its implementation. Nevertheless, some important experience has been gathered in its practical application, especially in the field of development cooperation, as the present Guidelines illustrate.

The 2030 Agenda provides little insight into the precise meaning of the LNOB principle. It is referred to there as a pledge, an endeavour, and a particular focus. In §4 of the document, it is combined with the aim to reach the “furthest behind first” (FBF). In other paragraphs it is associated with universal health coverage, disaggregated data and systematic follow-up of the implementation of the Agenda. Follow-up and review processes at all levels are expected to be “people-centred, gender-sensitive, respect human rights and have a particular focus on the poorest, most vulnerable and those furthest behind” (cf. §74). The LNOB principle is mentioned six times in the 2030 Agenda’s 91 paragraphs; the “furthest behind” are mentioned twice. The frequency of their mention in the UN resolution should not, however, lead us to underestimate their importance for the Agenda (cf. Box 3).

The following statements, published by various agencies and individuals involved in LNOB policy processes at the global level, may help us to create a bridge between the imprecise imperatives of the 2030 Agenda and a shared understanding of LNOB with clear hands-on consequences for international development cooperation:

- “In practice, this means taking explicit action to end extreme poverty, curb inequalities, confront discrimination and fast-track progress for the furthest behind.” (UNDP 2018, p. 3)
- “To achieve the objectives of the 2030 Agenda, we need holistic and coherent cross-sectoral policies supported by disaggregated data and evidence-based policymaking. We need to identify those who are left behind and the circumstances that prevent their full participation in the benefits of development. To achieve that, we will need, among others, integrated social policy frameworks that aim to progressively achieve universal coverage, while addressing the specific needs of vulnerable people through targeted policies and pro-

grammes; macroeconomic and fiscal instruments that promote inclusive growth, decent work for all, and the reduction of inequalities. Ultimately, leaving no one behind requires the transformation of deeply rooted systems – economic, social and political, governance structures and business models at all levels, from local to global.” (UNDESA 2018)

- The UN system and its member states should “embed the concept of leaving no one behind in their strategic frameworks and translate that concept into action, not only by targeting specific groups that are excluded from decision-making power and the benefits of development, but also by safeguarding the interests of those groups by not pushing them further behind through measures that deprive them of their rights and livelihoods.” (UNCDP 2018, p. 2)
- ‘Leaving no one behind’ means ending extreme poverty in all its forms and reducing inequalities among both individuals (vertical) and groups (horizontal). Key to ‘leave no one behind’ is the prioritisation and fast-tracking of actions for the poorest and most marginalised people – known as progressive universalism. If instead, policy is implemented among better-off groups first and worst-off groups later, the existing gap between them is likely to increase.” (ODI 2017, p. 1)
- “The SDGs can, literally, not be achieved without it. Several SDGs have zero targets and overall, the goals are only achieved, if achieved for everyone. Development Cooperation therefore has to take this into account. Neither can Leave no one behind be achieved by getting everyone above a target line - whether that’s the poverty line or some other standard. In addition, Leave no one behind means that people must be included in progress - and at a rate which, at a minimum, does not widen the gap between them and everyone else.

Averages and generalised progress are not enough because they do not reveal who is missing. Leave no one behind puts as much emphasis on WHO benefits as on WHAT has been delivered.” (German and Randal 2017, p. 2)

These and similar interpretations of LNOB have inspired many policy makers and program managers worldwide to embrace LNOB in the design and implementation of development cooperation.

The global reaction to the UN’s 2030 Agenda has been remarkable, to say the least. References to the LNOB principle in policy statements, at conferences and workshops, and in popular media have become ubiquitous. **Various interpretations of the LNOB concept** have been put forward that go well beyond what is explicitly prescribed by the UN resolution. The notion of leaving no one behind has been described in diverse terms by politicians, experts, activists and the international press:

- As a **principle** that is fundamental, underpinning, humanitarian, guiding and “number one”,
- As a **vision** or a mission that is global, collective, ambitious, audacious and far-reaching,
- As a **commitment** or pledge that is shared and “more than a noble intention”,
- As a **value** or philosophy that is moral, ethical, imperative and paradigmatic, and
- As an **appeal** i.e. a motto, a marker, a mantra, a call, a rallying cry, a consistent refrain and “a clarion call by the world”.

⁶ The terms presented here have been derived primarily from a review of Google Alert results for the phrase “Leave no one behind” during the period from early March to end of September 2019. The detailed results of this review including source URLs are available upon request.



BOX 3: A BRIEF HISTORY OF LEAVE NO ONE BEHIND

The principle of “Leave No One Behind”, as formulated and applied in the 2030 Agenda, may be described as the historical outcome of diverse reflections on the strengths and weaknesses of UN’s Millennium Development Goals (MDGs). According to Homi Kharas, who served as executive secretary of the High-Level Panel (HLP) secretariat, tasked with advising the UN Secretary General on the post-2015 development agenda, the origins of the principle were two-fold: “First, the empirical reality of the way some of the MDG targets were framed (e.g., cut poverty in half) permitted some countries to claim success in meeting the MDGs even while select groups (often women, minorities, disabled) made no progress or even regressed. This was deemed unacceptable by the HLP members, so there was a determination to disaggregate by various characteristics of people to ensure no groups were being systematically left behind. Second, LNOB was conceived of as being a reflection of basic human rights. It was a way of suggesting that certain minimum services and circumstances should be part of the opportunity set for all individuals. These services would include absence of poverty, minimum education levels, health care, justice, personal safety and the like.” As for the notion of reaching the Furthest Behind First (FBF), Homi Kharas notes: “It was consistent with the tradition of looking not just at poverty headcounts but also at metrics of poverty severity such as the poverty gap and the squared poverty gap.” (Source: personal communication, Sept. 2, 2019)

The inclusion of the LNOB principle and the associated FBF imperative in the 2030 Agenda may also be described as the result of diverse contemporary challenges of a global nature. The international financial crisis of 2008

and the “Occupy Wall Street” movement of 2011, for example, contributed to the creation of the tense economic, social and political climate that reigned in 2011 at the opening of the post-2015 development agenda process. Publications by highly respected economists (e.g., Joseph E. Stiglitz), research institutes (e.g., the Overseas Development Institute) and development agencies (e.g., Save the Children UK) highlighted issues of poverty, inequality and exclusion, feeding into the work of the UN’s HLP and Open Working Group on the SDGs (OWG). On May 30, 2013, the HLP published its report “A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development”. The Panel called for the new post-2015 goals to drive five big transformation shifts, the first being “Leave No One Behind”. The HLP report, whose lead author was Homi Kharas, recommended that “after 2015 we should move from reducing to ending extreme poverty, in all its forms. We should ensure that no person – regardless of ethnicity, gender, geography, disability, race or other status – is denied basic economic opportunities and human rights.” The release of the HLP report was so-to-say the birth moment of LNOB as the officially recognized core principle of the UN’s post-2015 development agenda. Another co-facilitator of the 2030 Agenda, David Donoghue, recently looked back on the history of LNOB and pointed out the challenges that still lie ahead (Donoghue 2018): “We need to move this promise forward from rhetoric, or from words to action, and that is the big challenge for everyone. ... That means we all have to be part of the solution, no group can be left out, we have to ensure that all the pieces on the board are taken account and we have to ensure that there’s no piece left out of the puzzle.”

Achim Steiner, United Nations Development Programme (UNDP) Administrator, has observed that LNOB has given rise to a “terminology that can mean a thousand different things to a thousand different people” (Fishman 2018).

The notion of the “furthest behind” is mentioned only twice in the 2030 Agenda. This may explain why it is also referred to less frequently than the LNOB principle itself in recent policy debates relating to the SDGs. Nevertheless, it has stimulated some noteworthy reactions. Claire Leigh, director of international development at Save the Children UK, has suggested that the “inherent logic of the SDGs is that the furthest behind

must move fastest” (Leigh 2019). The UNFPA’s State of World Population Report 2019 reiterates the need “to empower countries to monitor progress and confirm that services are reaching the furthest behind first”, while also highlighting that “much better evidence is needed ... as the basis for defining investments in services and infrastructure that contribute to gender equality and reach the furthest behind first” (UNFPA 2019, p. 122). Inka Mattila, Resident Representative of UNDP in the Dominican Republic, recently proclaimed her agency’s motivation to work in promotion of initiatives “based on the principle of the 2030 Agenda; to listen to those unheard voices and reach those furthest left behind” (Mattila 2019). All the

above references to the “furthest behind” share a common purpose: To emphasize the need for **immediate action to the benefit of the poorest and most vulnerable groups**.

Bilateral donor agencies have taken notice of the “furthest behind” approach in a variety of manners: In a recent policy paper, the UK’s Department for International Development (DFID), for instance, pledged to ensure that “people who are furthest behind, who have least opportunity and who are the most excluded will be prioritised” (DFID 2019). DFID thereby committed itself among other things to:

- Listening and responding to the voices of those left furthest behind, such as people with disabilities, children, older people and those who face discrimination based on who they are or where they live. Every country, regardless of their stage of development, has a responsibility to empower and address the needs of its most vulnerable citizens; and
- Holding ourselves and each other accountable for designing policies and building inclusive institutions that put the furthest behind first and sustainably address the root causes of poverty and exclusion.

Statements such as these lend weight to an interpretation of the LNOB principle that is not only about universalism in the definition and achievement of the goals and targets defined in the 2030 Agenda for the entire world, developed and developing countries alike. It is also about the targeting and sequencing of measures to ensure that the furthest behind will be put first.

The likelihood that the SDGs will be achieved is difficult to estimate. A recent UN publication suggests that, at current trends, the distance from reaching selected targets by 2030

will be significant (with gaps of 5% and more) in the vast majority of the cases; in several cases, including SDG 10 (inequality in income), an overall negative long-term trend is expected (cf. UNDESA 2019, p. 10). **Scepticism** has been expressed regarding, for instance, the ability of liberal market-oriented economic systems to respond adequately to the LNOB challenge, the ability of governments to mobilize the required resources, the potential of data providers to meet the needs of SDG monitoring and evaluation, and the ability of multi- and bilateral donors to focus their efforts on alleviating poverty and reducing inequalities. Simon O’Connell, Executive Director of Mercy Corps, has come to the conclusion that “humanitarian and development assistance is siloed, inefficient and expensive, falling short of achieving lasting impact at scale” (O’Connell 2019). Often, reference is made to evidence of an ever-widening gap between rich and poor at global and other levels of aggregation. Amina J. Mohammed, UN Deputy Secretary-General, has observed that momentum is being lost in tackling areas such as undernourishment and urban poverty, warning against an ‘SDG-light’ approach (East 2018).

In recent years, many international agencies and policy researchers have developed and made public their **own specific approaches to the LNOB principle** as well as associated needs in the area of data management (see Box 4). Some examples are a policy paper published by the UN’s Committee for Development Policy (UNCDP 2018), a background paper on conceptual and empirical issues in LNOB published by the same UN advisory body (Klasen and Fleurbaey 2018), a briefing note by the Overseas Development Institute (Stuart and Samman 2017), SDC’s Guidance on LNOB (SDC 2018) and OECD’s Development Cooperation Report 2018 (OECD 2018) with its central theme of “Joining forces to leave no one behind”.



BOX 4: THE UN'S GLOBAL INDICATOR FRAMEWORK

In follow up to the adoption of the 2030 Agenda in September 2015, the United Nations set up an Inter-Agency and Expert Group on SDG Indicators (IAEG-SDGs) that proposed a Global Indicator Framework in March 2017. This Framework was later adopted by the General Assembly on July 6th, 2017 (cf. UN 2017). The Framework lists 244 indicators but given that some indicators figure in the list more than once, the actual number of unique indicators is 232. It was furthermore agreed that annual refinements of indicators will be included in the indicator list as they occur. So far, two such refinements have been published, the latest in 2019 (cf. UN 2019).

The UN's Global Indicator Framework makes no mention of the LNOB principle. On the other hand, it provides a multitude of indicators that are LNOB relevant. The Framework recommends that SDG indicators "should be disaggregated, where relevant, by income, sex, age, race, ethnicity, migratory status, disability and geographic location, or other characteristics, in accordance with the Fundamental Principles of Official Statistics". While the provision of all 232 SDG indicators in aggregated form is already an immense task for most national statistics offices and other statistics providers, the disaggregation of these statistics into the above-mentioned categories is likely to be difficult or even impossible for many statistics offices, especially in low-income countries. In addition, some suggested categories, such as race and ethnicity, give rise to complex ethical issues as well as questions relating to data protection and potential misuse. Hence, the effective translation of the above call for disaggregation into tangible results may require many more years of effort and cooperation.

The call for disaggregation is reiterated in the formulation of many SDG indicators. For example, one of the indicators for Goal 1 (end poverty), Target 1.1 (eradicate extreme poverty), reads "Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural)" (indicator 1.1.1).

Under the same Goal, the target addressing equal rights to economic resources (1.4) foresees an indicator including both quantitative and qualitative (i.e. perception-related) aspects: "Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure indicator" (indicator 1.4.2). These examples illustrate the daunting challenges that lie ahead for indicator-based reporting on progress in 2030 Agenda implementation.

Many of the projects presented in Part 2 of the present Guidelines aim to achieve specific results and objectives applying measures of performance that are closely related to indicators proposed in the UN's Global Indicator Framework. In the case of Mexico's 2030 Agenda Initiative, virtually all SDG indicators are at least indirectly relevant. Other projects featured in the present Guidelines focus on specific targets and change processes that may be monitored using Framework indicators, e.g.

- Proportion of population living below the national poverty line (cf. section 2.4),
- Proportion of total government spending on essential services (cf. section 2.2),
- Average income of small-scale food producers, by sex and indigenous status (cf. section 2.8),
- Coverage of essential health services (cf. section 2.3), and
- Parity indices for all education indicators, by sex and disability status (cf. section 2.5).

The above examples illustrate the existing and/or potential relevance of the UN's Global Indicator Framework for measuring the performance of LNOB-relevant development cooperation projects. While development cooperation programs and projects are generally aligned to the SDGs and in many cases to the relevant targets of the 2030 Agenda as well, the alignment of project-level performance measures to the UN's Framework indicators is not yet common practice.

LNOB IN THE UN SYSTEM

The UN Sustainable Development Group (UNSDG) has defined the LNOB principle as follows (UNSDG 2019, p. 8): “The United Nations approach to ‘leaving no one behind’ not only entails reaching the poorest of the poor, but also seeks to combat discrimination and rising inequalities within and amongst countries, and their root causes. This is grounded in the UN’s normative standards, including the principles of equality and non-discrimination that are foundational principles of the Charter of the United Nations, international human rights law and national legal systems across the world.”

With the adoption of the 2030 Agenda, the member states of the United Nations committed themselves among other things to support international cooperation to achieve its goals, with special emphasis on accountability, best practices and mutual learning (UN 2015, §73).

One of the first UN agencies to translate the LNOB commitment into its own policy was the World Health Organization (WHO). In 2016, the WHO proclaimed its aim to achieve “Sustained change, improved governance and accountability”, or in other words to “Improve ongoing planning, monitoring,

review and evaluation cycles and accountability mechanisms in programs by integrating measures to leave no one behind” (WHO 2016, p. 6).

The UN has also taken action to ensure accountability for LNOB in UN System agencies. The UNSDG Operational Guide for UN Country Teams (UNSDG 2019) stipulates that all UN agencies and country teams “should also ensure accountability within the UN System itself for a new focus on LNOB and reaching the furthest behind first. This requires all UN entities to reorient their work to follow, and to be accountable for, an LNOB approach, by integrating LNOB consistently into their own strategies, policies and programming support and being accountable for LNOB outcomes and processes. This also requires greater engagement of all UN entities with people who have been left behind (going beyond our usual partners).” The document describes in detail how the LNOB principle should be put into practice by UN System agencies. Among other things, the UN Guide presents an array of SDG and sector-specific guidance and tools that can help advance LNOB analysis (cf. UNSDG 2019, Annex 3).

LNOB IN NATIONAL DONOR POLICIES

Various national (bilateral) donor agencies have put LNOB-oriented policies into place:

- **Australia** first adopted the LNOB principle with a focus on persons with disabilities: “People with disabilities represent some 15% of the global population and are over-represented in the ‘bottom billion’ of the world’s extreme poor. Meeting the needs of people with disabilities is central to achieving inclusive growth, addressing inequality and realizing the ambition to ‘leave no one behind’ that is enshrined in the Sustainable Development Goals” (DFAT 2017, p. 1). Since then, Australia has broadened its approach. The government’s recent voluntary national review of SDG implementation points out, among other things, that “Australia is a founding co-chair of the Global Action on Disability Network that brings together civil society, donor governments, multilateral agencies and the private sector to advance disability inclusion in sustainable development and humanitarian action” (cf. Australian Government 2018, p. 23).

- **Canada** was also relatively swift in embracing the LNOB principle: “Canada is mainstreaming leaving no one behind in its development programming and project cycle. It conducts broad country contextual analysis for program and project planning and selection. It uses specific analytical tools such as the Multidimensional Poverty Index as a data and evidence base for identifying and targeting needs” (cf. OECD 2018b, p. 7).

- The **Swiss** Agency for Development and Cooperation (SDC) committed itself to a complete integration of the LNOB principle into its international development cooperation: “The SDC integrates leaving no one behind into its results-based programme and project cycle management and makes it an integral part of its systemic approach. Application of the SDC’s instruments, including policy dialogue, will put specific attention on those left behind. This applies to all the SDC departments: South Cooperation, Humanitarian Aid, Cooperation with Eastern Europe, and Global Cooperation” (cf. SDC 2018, p. 10).

- The United Kingdom organized the Global Disability Summit in 2018 and launched an Action Plan on Addressing People with Disability. The UK's Department for International Development (DFID) is member of the Inclusive Data Charter and has an LNOB Trailblazer Network with four countries pioneering LNOB good practices (cf. UK 2018, UK 2019, DFID 2017 and DFID 2018).

LNOB IN GERMANY'S DEVELOPMENT COOPERATION POLICY

The German government, in its 13th Human Rights Report covering the period from Oct. 2017 to Sept. 2018, presents an alternative definition of LNOB. It states among things that "Germany understands LNOB as an invitation to make social, economic and political participation possible for all people and to promote equal opportunities" (Auswärtiges Amt 2018, p. 90).

German Development Cooperation (GDC) has embraced the LNOB principle in a variety of manners. The GIZ, for example, has adopted LNOB as one of its five principles for carrying out its projects (GIZ 2018). The GIZ describes its own understanding of the LNOB principle as follows:

- "This pledge runs through the entire 2030 Agenda as an overarching principle. It applies equally to very poor and fragile states and to disadvantaged people. The principle means that the people with the fewest development opportunities should be reached first. After all, sustainable development is possible only if everyone is included. For this reason, inequalities must be accurately identified and carefully analysed in every project. New, inclusive approaches that incorporate ideas on how to reduce poverty, how to help disadvantaged population groups, and how to find concrete solutions are called for across all projects." (GIZ 2019a)

Recently, the GIZ has indicated an intention to anchor the LNOB principle in its program design and planning as well

as in its portfolio management, and to support the German Federal Ministry for Economic Cooperation and Development (BMZ) in taking the LNOB principle into consideration in international policymaking. GIZ's approach underlines the diverse characteristics of its target groups, relating in particular to gender, age, language and disabilities. It also recognizes the political sensitivity of certain LNOB-relevant topics e.g., discrimination resulting from sexual orientation and cites the need to involve civil society and representatives of specific groups such as indigenous peoples in programming and policymaking processes.

A background paper recently put forward by GIZ's LNOB Innovation Forum, a temporary, cross-departmental working group, draws attention to the fact that GIZ already has a strong LNOB-track record: "When it comes to implementing the LNOB principle, GIZ has at its disposal several established approaches and lessons learned from implementing other key topics." Reference is made thereby to diverse strategy documents; some of these documents (human rights, gender) pre-date the 2030 Agenda. Furthermore: "The implementation of LNOB is not entirely novel. GIZ is aware of the key challenges to implementation as a result of its years of experience of poverty reduction, human rights promotion and gender equality."

For more information regarding GIZ's understanding of the LNOB principle, see **Box 5** below.



BOX 5: GIZ'S APPROACH TO THE PRINCIPLE OF LEAVE NO ONE BEHIND

In September 2016, GIZ established a 'Leave No One Behind' Innovation Forum with a mandate to develop an understanding of what the LNOB principle means and to formulate first recommendations for its implementation. In early 2019, the Forum submitted a draft working paper entitled "GIZ's understanding of what it means to implement the 2030 Agenda principle of 'Leaving No One Behind'" (GIZ 2019c). The working paper reflects the Innovation Forum's understanding of LNOB, building on the analysis of international debates, and provides orientation through recommendations for action.

The Forum observes inter alia that LNOB builds on established advisory approaches in international cooperation, such as the gender-based and human rights-based approaches, but that LNOB is more than an anti-discrimination agenda: It combines the reduction of poverty and inequality with topics such as human rights and inclusion. LNOB is a call to end extreme forms of deprivation and close existing gaps between population groups. It therefore stands for structural changes in the sense of a more equitable distribution of power and resources, as well as equal opportunities. This requires a consistent analysis of the political economy and subsequently adaptation of strategies to specific target groups and contexts.

The Forum concludes among other things that implementing the LNOB principle requires that GIZ and its clients / commissioning parties are willing to examine what LNOB means in the respective context, reflect critically on blind spots in their work to date, identify levers for realising the rights of individuals and groups left behind, and further develop these levers. It also requires an openness to in-depth dialogue with partner regions and state partners. Because LNOB concerns the structural distribution of power and resources and/or social stigmatisation, it is a politically sensitive topic.

The Forum's position paper takes stock of diverse approaches, tools and lessons learned that are relevant and available for GIZ's implementation of the LNOB principle.

These include:

In the design of projects and programmes:

- Several established approaches and lessons learned from project implementation in LNOB-relevant areas such as poverty reduction, human rights, gender equality and good governance,
- Practical experience in the area of civil registration and vital statistics,
- Portfolio analysis on poverty and inequality,
- Participatory approaches in appraisal missions that seek direct contact with target and interest groups, taking the diversity of their needs into account, and
- Practical experience in ensuring compliance with the Do-No-Harm principle.

In the implementation of projects and programmes:

- Practical experience in advising on differentiated target group policy, sector policy and capacity building to strengthen national statistics offices and other LNOB-relevant sources of suitably disaggregated data,
- Development and application of instruments tailored to the specific needs of GIZ's partners, such as tools for human rights-based planning social security benefits targeting,
- Practical experience in the implementation of LNOB-relevant pilot measures, upscaling, policy and donor dialogue and evaluations, and
- A proven track record in developing and applying viable concepts, methods and tools of poverty targeting in diverse contexts worldwide (cf. Bennett 2017).

The above lists are not exhaustive, but they do indicate that the potential for mainstreaming the LNOB principle into GIZ's programmes, projects and corporate governance is already quite high. With this perspective in mind, the GIZ sector project "Reducing Poverty and Inequality as Part of the 2030 Agenda", for instance, has been developing and applying various LNOB-relevant tools such as an LNOB Online Training Programme and an orientation paper highlighting performance indicators for LNOB.

Part 1.6

Open Questions for Further Review

In many ways, the present Guidelines fill important gaps of knowledge on LNOB implementation in development cooperation. They have garnered information from 11 case study projects across the globe and illustrated, in much practical detail, how these projects have interpreted the LNOB pledge and translated that pledge into a variety of actions, tools and results (cf. Part 2). Drawing on the experience and knowledge of these selected projects, the Guidelines also fill important knowledge gaps relating to how the LNOB principle, in a more general sense, can affect the way development cooperation is planned and implemented in all stages of the project cycle (section 1.1); how various aspects of capacity development for enhanced LNOB relevance can be defined and interlinked (section 1.3); and how project practitioners can monitor the evolution of their own LNOB orientation (section 1.4). Numerous practical LNOB-relevant tools and methodologies are presented in the Guidelines' technical annexes.

It may be concluded that the Guidelines fulfil most, but not all expectations. They do show how to embed LNOB in programmes and projects of German Development Cooperation (GDC) and those of other actors in various countries and sectors, but they do not gather enough evidence to enable us to compare LNOB practices in GDC with those of other donor countries. The case studies in Part 2 include only two non-GDC projects. The section on LNOB in donor policies (cf. section 1.5) does look at LNOB in the policy declarations of numerous donor institutions, but due to lack of evidence, it fails to systematically describe how non-GDC policies have been translated into action at the operational level.

The Guidelines show us how to implement LNOB throughout the entire project cycle (cf. section 1.1), but the extent to which project-level knowledge and experience can be transferred from one context to another remains largely speculative, due mainly to lack of experience in horizontal transfer (cf. section 1.2

regarding the issue of transferability). The Guidelines emphasize the need for a high-level LNOB-enabling policy framework within development cooperation systems (cf. section 1.5). But they yield only limited insight into the political economy and other aspects of processes that lead to more (or less) LNOB orientation in development cooperation strategies, programmes and projects.

Other LNOB-relevant issues that merit closer scrutiny, but were not within the scope of the present Guidelines, include the contribution of development cooperation (a) to addressing inequality in terms of income disparities through tax reforms, wage policies, micro-finance etc. and (b) to supporting poor and vulnerable individuals and groups in conflict zones and during post-conflict transition.

Although human rights are mentioned frequently in the present Guidelines (see e.g. sections 2.2, 2.3, 2.7, 2.9, 2.10 and 2.11), their relation to the LNOB principle and its implementation in development cooperation remains a bit “fuzzy”. The interested user of these Guidelines may refer to the UN's operational guide on LNOB for UN country teams, which describes in more precise terms the complementarities of these two approaches (cf. UNSDG 2019, p. 10). In sum, the UN guide explains how the Human Rights-Based Approach (HRBA), “as a programming tool anchored in international norms and standards, provides the SDG principle of leaving no one behind with a valuable methodology to translate its vision into action”. Fortunately, many development cooperation agencies such as GIZ are rich in knowledge and experience in the promotion of human rights worldwide. Both the human rights approach and the LNOB principle place special emphasis on the underlying causes of exclusion and dealing with risks at the individual and group levels. In dealing with such issues, human rights experts and LNOB specialists have much to learn from each other.

In sum, it may be said that, due to constraints of thematic scope and available information, the present Guidelines provide only limited orientation regarding the following topics and issues:

- The LNOB-relevant knowledge and experiences of donor agencies outside the realm of German development cooperation,
- Interfaces between the LNOB principle and human rights issues,
- The transferability of specific LNOB-oriented approaches from one context to another,
- The political economy of LNOB adoption and implementation,
- The LNOB-relevant experience of development cooperation in reducing inequality in terms of income redistribution, and
- Implementation of the LNOB principle in conflict zones and post-conflict situations

In each of these thematic areas, many important questions remain open for more in-depth research and orientation in the future.

Despite these remaining knowledge gaps, it may also be said that the Guidelines have over-fulfilled certain expectations. The readiness of many projects to share their LNOB-relevant knowledge and experience has been overwhelming. Most if not all contributing projects have also demonstrated a keen interest to learn more about the LNOB approaches, tools and methodologies of other projects. The moment to kick-start a systematic exchange of knowledge and experience among LNOB planners and practitioners appears to have been well chosen. The challenge now is to take this exchange to the next higher level.

Part 2

Inspiring Projects in Four World Regions

Four countries, one in each major developing world region, were selected as case study countries for the purposes of the present Guidelines:

- In Southern and Central America: Mexico,
- In Sub-Saharan Africa: Burkina Faso,
- In the Middle East: Palestine, and
- In South-Eastern Asia: Cambodia.

In each case study country, one German development cooperation project was selected for a first round of investigations. Each first-round project proposed further projects in their own countries for inclusion in a second round of LNOB implementation reviews, bringing the total number of case study projects to 11. Information was gathered from participating projects per email, telephone interviews and Internet research. Short descriptions of the case study projects, their LNOB relevance, and their LNOB-related tools and methodologies are presented below.

Part 2.1

Decentralisation and Communal Development (Burkina Faso)

2.1.1 SHORT DESCRIPTION OF THE PROJECT

The Decentralisation and Communal Development Program (PDDC) aims to strengthen the capacities of local authorities in Burkina Faso, enabling them to provide services that are based on the needs of their constituencies. The project's main expected outputs are:

As the result of the deteriorating socio-economic and security situation in the eastern part of the country (cf. map in Figure 6 on next page), the project's target group now includes populations that are marginalized and isolated due to ethnic and religious conflicts.

- 1) To create the conditions for needs-based local government support in the central authorities in charge of decentralization, two apex organizations of local and regional authorities and municipal administrative supervision,
- 2) To encourage local decentralization actors in selected municipalities to use tools and skills to strengthen local democracy,

- 3) To strengthen the capacities of elected officials, decentralized services and territorial specialists in the field of general administration, and
- 4) To strengthen the foundations for increasing the financial resources of local and regional authorities.

2.1.2 LNOB RELEVANCE OF THE PROJECT

The project aims to improve participation of women and youth in local planning and decision-making processes. It also supports members of local councils, especially their illiterate members, to help them fulfil the roles and responsibilities assigned to them. To date, 25 partner municipalities have increased their engagement to improve the situation of women and girls. For example, women's training courses have been organized for economic activities.

The project contributes thereby among other things to the achievement of SDG 5 (gender equality). Linguistic inclusion is also facilitated by using local languages in training courses.

The project's results matrix ⁷ does not explicitly refer to the LNOB principle. But it does emphasize the importance of civil society participation, poverty reduction, gender equality and remediating illiteracy among decision makers.

FIGURE 6: PDDC PARTNER COMMUNITIES



⁷ GIZ's "results matrix" is largely the same as the "logical framework" used by other donors. The two terms are used as synonyms in the present Guidelines.

2.1.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

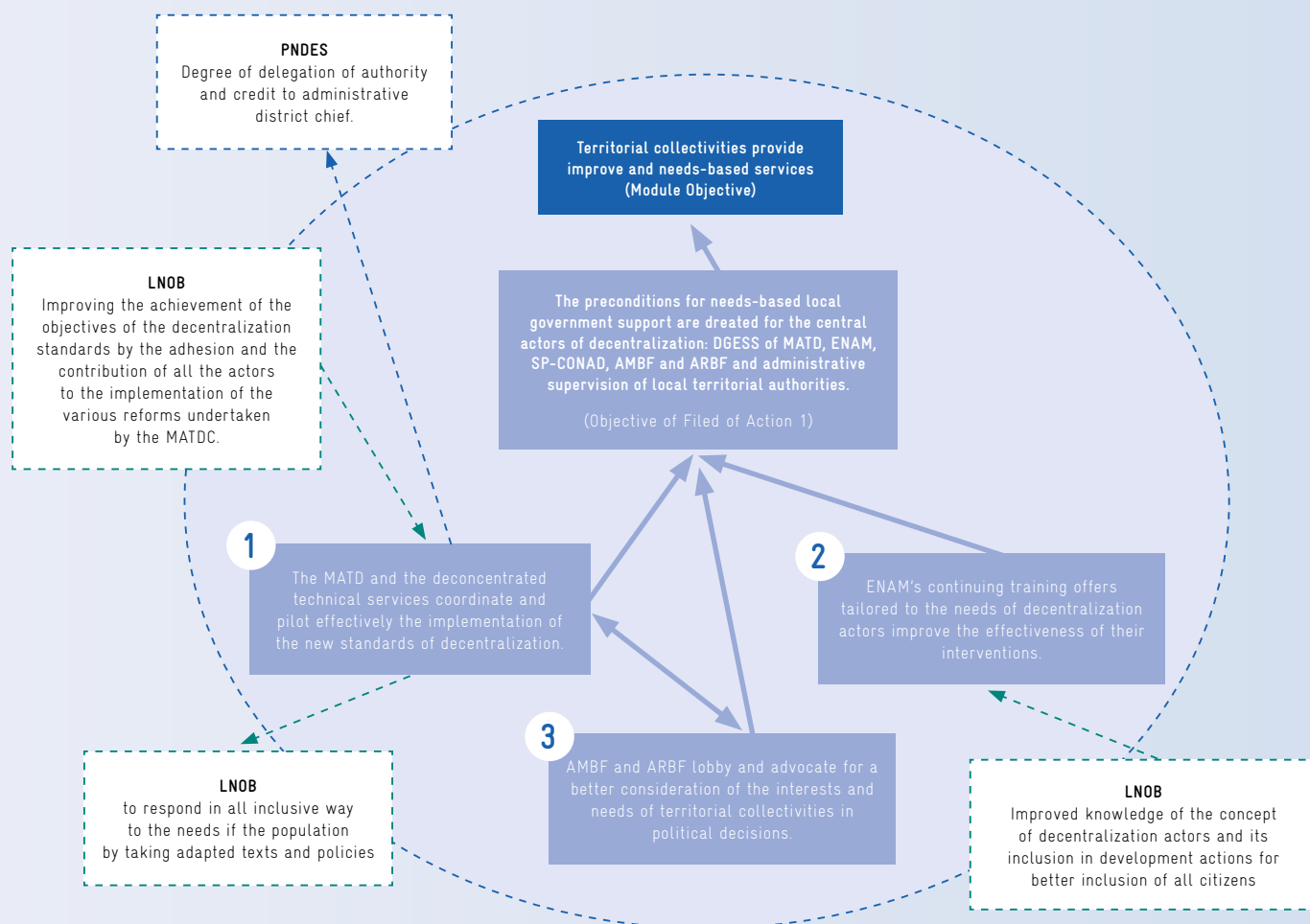
- A special LNOB working group has been set up to provide LNOB-relevant inputs into the annual planning exercises of German development cooperation projects.
- The PDDC has designated an LNOB focal point and all German development cooperation projects in Burkina Faso have been encouraged to do the same with a view to identifying activities with LNOB relevance and to ensuring further reflections on the LNOB principle and its application.
- The project has developed an LNOB relevance checklist to help German development cooperation projects to assess the origins and consequences of inequality and marginalisation and to identify activities with high LNOB potential (cf. Box 6 below).
- An LNOB relevance assessment matrix has been introduced, providing an overview of project results and activities, processes for LNOB integration, responsible partners and beneficiaries (cf. Annex A1).
- LNOB-oriented results models have been elaborated to visualize the LNOB relevance of each field of action, relating them also other high-level policy frameworks such as the National Economic and Social Development Plan, PNDES (cf. Figure 7 below).
- The LNOB Power Walk has been introduced for context-sensitive awareness building purposes (cf. Annex A2).
- The project has initiated a Target Groups Analysis regarding persons left behind in the health sector at communal level. Based on the terms of reference for this assignment, model terms of reference have been formulated for similar analyses i.e., blind spot assessments (cf. Annex A3).



BOX 6 CHECKLIST FOR TAKING LNOB INTO ACCOUNT IN THE PLANNING AND IMPLEMENTATION OF PROJECT ACTIVITIES - A 10-STEP APPROACH

- 1) Define the purpose of the activity,
 - 2) Identify the targets (actors contributing to the achievement of the objective),
 - 3) Identify the least considered actors,
 - 4) Define a strategy for taking into account the most marginalized (terms of reference, invitation, communication, participation, etc.),
 - 5) Elaborate TORs by showing the relevance of LNOB for the activity and taking into account the strategy developed,
 - 6) Foresee an occasion (10 minutes) to raise LNOB awareness (if with a consultant, provide pre-briefing with him or her to refine LNOB awareness),
 - 7) Prepare the execution of the activity by refining LNOB awareness and by creating a framework with the consultant for consideration of LNOB in the process of executing the activity,
 - 8) Execute the activity, taking into account the LNOB-specific actions that are planned,
 - 9) Review the activity from the LNOB viewpoint, and
 - 10) Monitor the activity with regard to LNOB aspects.
-

**FIGURE 7: EXEMPLARY LNOB-ORIENTED RESULTS MODEL
PDDC RESULTS MODEL OF FIELD OF ACTION 1**



Source: PDDC 2019

Part 2.2

Strengthening Good Financial Governance (Burkina Faso)

2.2.1 SHORT DESCRIPTION OF THE PROJECT

The Good Financial Governance (GFG) project aims to support long-term improvements in budget planning and execution as well as external financial control. This involves assisting Burkina Faso's Ministry of Economy, Finance and Development (MINEFID) in preparing consistent data on planned and past public expenditures in a consolidated format as well as setting up adequate liquidity management arrange-

ments at the national, regional and local levels. This also involves working with the Court of Audit, the Parliament and MINEFID to improve reporting and communication with the general public. The GFG project organizes seminars, study visits and awareness-raising activities, provides technical assistance and promotes regional cooperation.

2.2.2 LNOB RELEVANCE OF THE PROJECT

BUDGETING RESPONSIVE TO GENDER AND CHILDREN'S RIGHTS

In January 2017, the government of Burkina Faso introduced program-based budgeting in all sector ministries. This budgeting approach looks at how to deliver public services efficiently, effectively and with clearly formulated objectives e.g., increasing the participation of girls in secondary education from 65% in 2016 to 80% in 2020, rather than emphasizing expenditures and inputs such as teachers' salaries. This approach shows why social policies should focus on people and promote inclusion.

Program-based budgeting offers a good opportunity for mainstreaming gender and children's rights in development programs. Payoffs from coherent social and fiscal policies can be substantial in a country where only 26% of women and 44% of men over 15 can write, and where over 40% of children are exposed to trafficking, hazardous work, and violence.

Building on valuable experience with program-based budgeting, the government of Burkina Faso introduced a budget management system in May 2018 that is sensitive to gender and children's rights in six sector ministries. It extended the system, in May 2019, to eighteen sector ministries. It aims to roll it out, in 2020, to the remaining ministries. Supported by extensive outreach activities, and an updated set of learning materials, the gender and children's rights-responsive budgeting approach will gradually, from 2020 on, be extended to the local level.

EQUITY BUDGETING TOOL (EBT)

In 2017 the GIZ commissioned Oxford Policy Management to develop the Equity Budgeting Tool (EBT) and to test it in two countries; Burkina Faso was one of them. The EBT is an instrument that helps to analyse to what extent the reduction of inequality is reflected in public budget preparation and execution. It follows a generic approach so it can be adjusted to specific target groups (e.g., refugees) and sectors, such as the health sector (cf. Picanyol and Silva-Leander 2018).

Burkina Faso's experience with the EBT underlines many issues of government budget execution that affect the lives and livelihoods of persons and groups at risk of being left behind.

2.2.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

The GFG project has supported the MINEFID and the Ministry for Family, National Solidarity and Women in strengthening the institutional framework for gender and children's rights budgeting by enabling an open dialogue and consultation process. This dialogue involved sector ministries, the Court of Audit, civil society and the women's caucus at the National Assembly.

The GFG project also coordinated the implementation of capacity development strategy supported by a group of development partners. This group included UNICEF, USAID, National Democratic Institute (NDI), EU, the Swiss Agency for Development and Cooperation (SDC) and the Multi-Donor Trust Fund.

Development of learning and awareness raising documents, creation of a pool of 25 trainers from ten sector ministries and training, from early 2017 to mid-2019, for more than 1.000

representatives from 24 sector ministries, the Court of Audit, the civil society and 75 parliamentarians are the main components of the capacity development strategy.

The project has also supported the preparation of regulations. The instructions in the budget circular for 2019 and 2020 obliged six and eighteen ministries, respectively, to formulate, as part of their annual performance reviews, gender and children's rights-sensitive activities, objectives and indicators.

The Equity Budgeting Tool examines the nexus between the social and fiscal policies. Going forward, it will be important to build local capacities and support interdisciplinary dialogue, required for proper interpretation of the results. These results can importantly inform policy making and contribute to strengthened accountability and legitimacy of democratic governance.

Part 2.3

Social Health Protection (Cambodia)

2.3.1 SHORT DESCRIPTION OF THE PROJECT

In Cambodia, the conditions for a quality-oriented health financing are not sufficiently fulfilled. In order to address this challenge, the Social Health Protection (SHP) project aims to improve the pre-conditions for the state to steer quality-oriented health financing. The main expected outputs are defined as follows:

- 1) Further development of procedures to deliver relevant steering information, with a focus on the improvement of social health protection and the effort to build the capacity of National Social Protection Council (NSPC) as key government stakeholders for policy decision making,
- 2) Strengthening of the National Social Security Fund (NSSF) in its role as the unique provider of social health insurance,
- 3) Development of quality standards and instruments for the independent external quality control of the health care accreditation system,
- 4) Establishment of processes for quality improvement in health care institutions and compliance with quality standard tools, and
- 5) Strengthening of health sector management at the local level.

2.3.2 LNOB RELEVANCE OF THE PROJECT

About 13.5% of Cambodia's population is classified as poor (2014). Given, however, the large number of near poor persons (those above but also close to the poverty threshold), about 60% of the population may be considered as vulnerable. Despite the fact that Cambodia achieved its health-related Millennium Development Goals (MDGs), the country still lags behind in international comparisons. Vulnerable groups (poor, persons with disabilities, older persons) do not have adequate health care. According to ID Poor (see section 2.4), about 20% of the population may be classified as poor and therefore qualify for getting support by the Health Equity Fund (HEF). About 10% of the population is over 60 years old. The results of the Cambodia Demographic Health Survey 2014 (NIS et al 2015) reveal that persons with disabilities are approximately 10% of the total population, estimated as 1.5 million. There is very little evidence available regarding gender-specific health care access and health-related behaviour. It is generally acknowledged, however, that 95% of health insurance beneficiaries are women working for garment factories.

Against this background, the SHP project aims to strengthen the functioning of the Cambodian health care system with special emphasis on the needs of poor and vulnerable groups. Women and children may be expected to benefit from efforts to reduce maternal, child and neonatal mortality. The most relevant Global Goals are SDG 3.1 (regarding maternal mortality), SDG 3.2 (new-born and child mortality), SDG 3.4 (premature mortality from non-communicable diseases) and SDG 3.8 (universal health coverage).

In a previous phase, the SHP project focused on persons with disabilities (PWDs) and elder persons. The project analysed factors that hamper vulnerable group access to health services. It worked in collaboration with Cambodian Disabled People Organization (CDPO) to provide capacity building to Disabled People Organizations (DPOs) to raise health awareness and to promote clients' rights and disability rights for improving health care service utilization.

In its new phase, the SHP project provides technical support to DPOs to continue building their capacities, among other things so they can develop proposals for other sources of funding. One project output focuses on strengthening community local health management through such structures as the Health Centre Management Committee (HCMC), the Village Health Support Group (VHSG) and civil society including DPOs to promote health care service utilization by communities and in particular vulnerable groups.

In the project's results matrix (logical framework) and action areas for its new phase, vulnerable persons and groups don't feature explicitly as they did in the previous phase. Implicitly, however, they are still included, as the project is supporting expansion of the Health Equity Fund: proportionally more persons with disabilities have an IDPoor card than persons without disabilities. Furthermore, the SHP project has been engaging with IDPoor to include disability-related questions in their questionnaire. The project also works with the Ministry of Economy and Finance (MEF) and the Ministry of Social Affairs, Veteran and Youth Rehabilitation (MOSVY) to design and cost social assistance programs that address vulnerability issues, whatever the cause or background may be. People who are not considered vulnerable require social assistance only in emergency cases, for instance, as the result of natural disasters.

The most recent SHP progress report is fairly detailed in its description of its target groups. "Vulnerable people" for

example include "women of reproductive age, children under five, persons with disabilities and people over 60 years of age". The risk analysis presented in the progress report addresses two issues that are otherwise not covered by the most recent project proposal and logical framework: Patients' fear of discrimination and lack of empathy among health care workers, especially toward poor and vulnerable groups. Economic and cultural barriers to health care are compounded by gender-specific behaviour e.g., women are also reported to be shy to speak out.

Poor and vulnerable groups are prominent at the SHP program and module objective levels, but not explicitly mentioned at the output and activity levels. The lack of clear linkages between upstream operations and downstream results suggests a logical disconnect i.e., that the expected positive LNOB effects are more likely to derive from external factors than from the project itself.

The project will continue to provide technical support to the Cambodian Government to advance the implementation of the National Social Protection Framework with a focus on the social welfare of vulnerable groups i.e., persons with disabilities and elder people. For the time being there is momentum of discussion from Government side to better understand the inclusion of PWDs and elder people in existing schemes such as Health Equity Fund. A policy decision is expected from the NSPC soon.



Photo: Epic Arts Kampot, Cambodia

2.3.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

- The SHP project supports the Ministry of Health (MOH) in consolidating its internal **Quality Management Process**, which draws on the Quality Enhancement Monitoring Tool (QEMT) initiated by the World Bank. This process enables performance-based payments to public health facilities nationwide. The project also supports the Ministry in establishing an **external licensing and accreditation system** that will be used to license public and private health facilities alike applying the same standards. Ultimately, the available benefit packages, the user fees, the prices charged and the rates reimbursed by the HEF and/or the NSSF will determine the extent to which vulnerable persons have access to health care services.
- The project provides **two integrated experts**, one at NSSF, and one at the Ministry of Economics and Finance where the NSPC technical team is located. Their work involves day-to-day technical analysis and support to decision making processes regarding the implementation and expansion of Cambodia's social health protection scheme.
- The project supports the development of **model “Local Community Health Management”** by involving various stakeholders (local authorities, health providers, community health workers, civil society groups such as DPOs etc.) to address the health needs of all target groups in concerned communities including vulnerable groups such as persons with disabilities (PWDs) and elder people.
- The project also supports the Disability Data Application (DDA) project (see section 2.5).

In a previous phase, the SHP project focused on persons with disabilities (PWDs) and elder persons. The project analysed factors that hamper vulnerable group access to health services. It worked in collaboration with Cambodian Disabled People Organization (CDPO) to provide capacity building to Disabled People Organizations (DPOs) to raise health awareness and to promote clients' rights and disability rights for improving health care service utilization.

Part 2.4

Identification of Poor Households (Cambodia)

2.4.1 SHORT DESCRIPTION OF THE PROJECT

The Cambodian Ministry of Planning, in cooperation with the German and Australian governments, has developed the “Identification of Poor Households” (IDPoor) mechanism. IDPoor helps the Cambodian Government and its partners to identify poor and vulnerable households so that they can access benefits such as social transfers, healthcare and other targeted services. The main objective of the German-Cambodia IDPoor project is to enable the Cambodian Government to implement its standardized procedure for identifying poor households nationwide. Government, non-government institutions and many development partners use the generated data for the targeting of poverty alleviation interventions (cf. GIZ 2016 on YouTube and De Riel 2017).

To assess poverty via IDPoor, villagers elect representatives amongst themselves to interview households using standardized poverty criteria, taking multiple dimensions of poverty

into account (assets, health, disability, education, income and debt). The villagers then discuss the results openly before finalizing a list of poor households for each village. This procedure is run recurrently throughout the country to provide up-to-date targeting data to the social sectors.

The IDPoor project strengthens the capacity of IDPoor staff to coordinate and implement the identification process in cooperation with local authorities and implementers. GIZ also supports the Cambodian Ministry of Planning in improving its database system as well as further developing the poverty assessment procedure. After an initial focus on rural areas, coverage of urban areas began in 2016. Since 2018, an on-demand mechanism is being developed to improve coverage between regular data collection rounds that take place every 3 years.

2.4.2 LNOB RELEVANCE OF THE PROJECT

During the past decade, the Cambodian government has given access to social services, such as free health care, social transfers, reduced government fees, school feeding programs, assistance with shelter and running water to millions of poor and vulnerable Cambodians. Between 2015 and 2017, the Government's IDPoor mechanism reached over 550,000 poor

households in rural areas. In 2019, the poor living in Cambodia's towns and cities were included in the mechanism for the first time. The German-Cambodian IDPoor project strengthens the implementation of this mechanism in a variety of manners.

2.4.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

The Cambodian Government promulgated its Sub-Decree 291 on the Identification of Poor Households in December 2011. This Sub-Decree confirmed IDPoor by law as the country's official poverty targeting mechanism to be used nationwide by the public and private social sectors. It regulates the management and implementation of identification of poor households, and the utilization of poor household data, in Cambodia. This **legal framework** has been crucial in ensuring that the IDPoor programme implementers have the necessary authority and political backing (cf. RGC 2011).

Within this conducive environment, IDPoor has introduced its **own definition of poverty** that is aligned to local perceptions. It has developed and implemented a wide variety of procedures, tools and methodologies that complement each other in many ways.



Photo: Epic Arts Kamnot, Cambodia

These include:

- A **hybrid poverty targeting model** to combine the objectivity of a proxy means test survey with the accuracy and affordability of a community-based selection process,⁸
- **Procedures and a handbook** for the identification of poor households in yearly rounds, covering one third of the country every year (MOP 2012),
- **Extension of the identification process**, initially designed to identify the rural poor, to include urban areas in 2014 using adapted procedures and a handbook (MOP 2017),
- **Standardized questionnaires** to identify poor households in rural areas (IDPoor 2012) and urban areas (IDPoor 2017),
- **Equity Cards** issued to all households in the Final List of Poor Households, enabling poor households to receive free services and assistance and help service providers to quickly verify the identity of poor household members in order to provide services to them,
- **Regularly updated information** on poor households provided to many Government and non-governmental agencies that target services and assistance to the poorest and most vulnerable households, and
- Introduction of **mobile devices for data collection**.

⁸ For more information on the concepts and methodology of poverty targeting see Bennett 2017.

Part 2.5

Disability Data Application (Cambodia)

2.5.1 SHORT DESCRIPTION OF THE PROJECT

The tablet-based Disability Data Application (DDA) tackles the exclusion of persons with disabilities by involving the disability community in collecting relevant data to fill existing information gaps. The DDA makes data collection easy and manageable. It enables Disabled Persons Organizations (DPOs) to map the profile of persons with disabilities and actively raise awareness at all levels about service utilization and unmet needs, barriers, priorities and potential solutions. It thereby facilitates advocacy for inclusion by influencing local and national plans and decision taking processes. By using self-collected data and profiles, the Cambodian Disabled People's Organization (CDPO) and DPOs will be able to realise well-planned, targeted and evidence-based awareness raising campaigns and advocate for change towards inclusion at local and national levels.

The DDA project's long-term goal is to leave no one behind, including persons with disabilities, in order to enable them to participate and benefit equally and equitably in a more inclusive society. The project's specific objective is to empower the disability movement in Cambodia to use self-collected data for awareness raising and advocacy to influence service providers as well as local and national decision makers in all sectors. The DDA project has been financed through GIZ's Inequality Challenge fund (cf. DDA factsheet, GIZ 2019d, p. 17).

2.5.2 LNOB RELEVANCE OF THE PROJECT

LNOB is anchored in the DDA project's overall objective (long-term goal). The project contributes to achieving this objective by supporting the CDPO to develop the DDA to collect data on disability from multiple perspectives and to enable DPOs to collect data from the perspective of persons with disabilities (cf. video at GIZ 2019e).

2.5.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

The **tablet-based application software** using KoboCollect and KoboToolbox is the central tool developed by the DDA project. Other tools and some specific methodologies have been developed that feed into the DDA, such as **enumerator training material** and the disabled persons' **questionnaire** with up to 349 entries (including photos and GPS locations) for each participating person with disabilities. Data can be collected offline and then uploaded to the **central data bank**. The software functions such that only relevant questions are asked relating to socioeconomic status, functional limitations, assistive devices, health care utilisation, barriers, well-being and specific priority needs for change in the situation of the concerned person.

For example:

- What is \${name}'s highest educational grade?
- Does \${name} have difficulty hearing sounds like peoples' voices or music?
- Does \${name} use any equipment or receive assistance for walking?
- Thinking about health care \${name} needed in the last 12 months, where did you go most often when you felt sick or needed to consult someone about your health?
- \${name}, have you had difficulty accessing information you need or want?

To date (August 2019) DDA has been used to collect data from 4,304 persons with disabilities from all over Cambodia. (See the summary of recent findings in Box 7 below.) Users can access **online maps and dashboards** (see **Figures 8 and 9** below) to analyse disability data with freely available Kobo-Toolbox and PowerBI applications. Data collection can be monitored in real time at local and national levels.

A **promotion video** (CDPO 2019) features the main activities of the DDA project and showcases the project's benefits for persons living with disabilities. The resulting data, presented in a variety of forms, is used to improve advocacy and service delivery inter alia in emergency situations (as part of disaster risk reduction interventions) for persons with disabilities.

BOX 7 DISABILITIES DATA APPLICATION: KEY FINDINGS FROM 4,304 INTERVIEWS (AUGUST 2019)

Female: 1,989 = 46%	Male: 2,315 = 54%
Largest age group 40-59: 27%	60-79: 28%
General ID card: 77%	Voter Registration: 55%
IDPoor: 29%	Disability Allowance: 6%
Unemployment: 68%, Female 74%, Male 64%	Illiteracy: 36%, Female 47%, Male 27%
Health Utilisation – Public: 40%	Private: 60%
Very difficult to accept limitations: 12%	
Lack access information 19%	
Difficult access to infrastructure: Transport 37%	Lack access to community events: 20%
Need assistive devices: Wheelchair: 9%	Health 31%
Washington Group questions ⁹ : A lot of difficulty/Cannot do at all:	Personal Assistant: 12%
Walking/Climbing 30%	Upper Body 11%
Communication 13%	Self-care 10%
Seeing 13%	Pain 10%
Hearing 13%	Energy 9%
Cognition/Remembering 11%	Anxiety/Depression 5%

Source: Fried Lammerink, Development Advisor, CDPO, various communications

⁹ Washington Group questions are standardized global questions on disability. See <http://www.washingtongroup-disability.com/washington-group-question-sets/short-set-of-disability-questions>

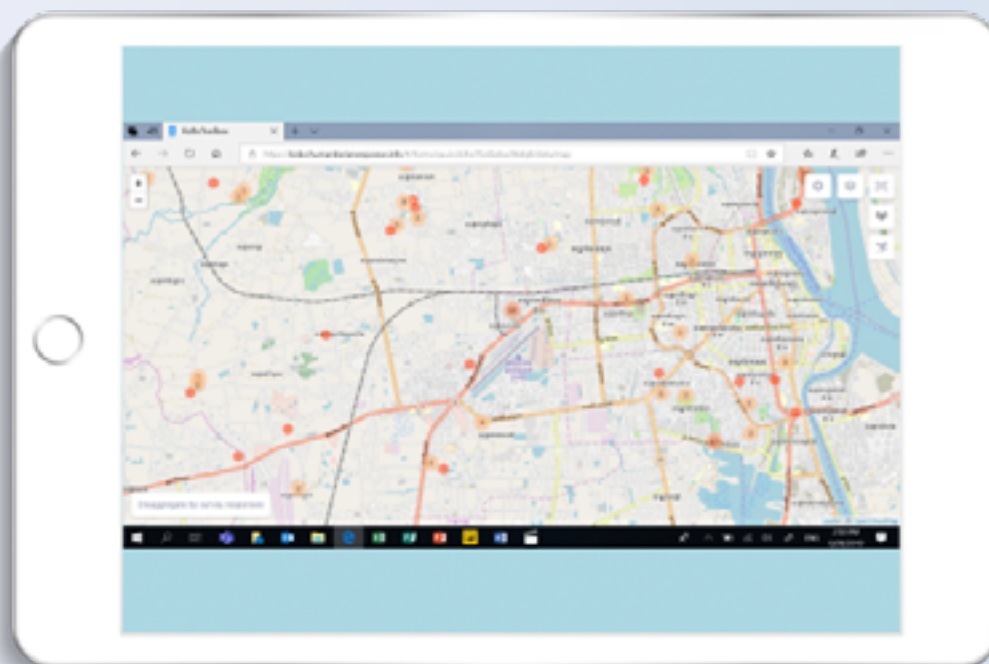
FIGURE 8: DDA DASHBOARD IN POWERBI



Disaggregated disability data from Kobo Toolbox has been uploaded in PowerBi to show findings in user-friendly and interactive dashboards for analysis and dissemination at national level.

Source: Fried Lammerink, Development Advisor, CDPO, various communications.

FIGURE 9: DDA MAPPING IN KOBOTOOLBOX



Disability data collected offline through tablets is uploaded to KoboToolbox so DPOs can access the data and create user-friendly tables and maps for awareness raising and advocacy at local level.

Source: Fried Lammerink, Development Advisor, CDPO, various communications.

Reflecting on the data presented in **Box 7** above, we may note among other things that in Cambodia there are several personal ID systems in effect. Beyond the IDPoor card there is also the general ID card which is issued from 18 years onwards and voter registration if you want to vote. Only persons who have a general ID card are eligible for voter registration. Among DDA participants, there is a gap of 22 percentage points between general ID holders and registered voters. In some cases, this may be due to lack of incentives to vote, but other possible explanations are the limited accessibility of polling stations for

persons with disabilities and the lack of suitable voter information for persons with sight or hearing impairments.

In the future, the project will aim to expand data collection and mapping in collaboration with Government institutions and thereby combine data bases with e.g., IDPoor and the national census. Self-registration of persons with disabilities will be facilitated through smartphone applications. The project will also support the Government in monitoring and achieving the SDGs.

Part 2.6

Australia-Cambodia Cooperation for Equitable Sustainable Services (Cambodia)

2.6.1 SHORT DESCRIPTION OF THE PROJECT

The program entitled “Australia-Cambodia Cooperation for Equitable Sustainable Services” (ACCESS) supports the Royal Government of Cambodia (RGC) to fulfil its mandate as a state party to the UN’s Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW 1979) and the UN’s Convention on the Rights of Persons with Disabilities (CRPD 2006). ACCESS was designed as a five-year program (2018-2023) with a proposed budget of A\$25 million. ACCESS has committed A\$15 million the first three years and with an optional extension for an additional two years.

- . Attain improved health, education and economic outcomes,
- . Are able to participate in and contribute to family, community and political life,
- . Experience less discrimination, and
- . Have improved feelings of self-worth, confidence and independence.

Furthermore, ACCESS engages to enable women with and without disability affected by GBV to:

The key expected end-of-program outcomes are:

- 1) The RGC plans and utilizes resources more effectively for gender-based violence (GBV) and disability-related services, with guidance from the Ministry of Finance, and
- 2) The RGC, civil society and the private sector sustainably improve the coverage, quality and inclusiveness of services for persons with disabilities and women affected by GBV.

- Have access to quality health care, including first line support, care of injuries and urgent medical treatment and forensic examinations,
- Have access to survivor-centered legal protection, including accountability for perpetrators, and
- Have access to other coordinated social services, including crisis information, safe shelter, psycho-social support and material aid.

ACCESS works in partnership with the RGC to support the implementation of Cambodia’s National Action Plan to Prevent Violence Against Women (NAPVAW) and its National Disability Strategic Plan (NDSP). In terms of program outcomes, ACCESS aims to ensure that persons with disabilities:

ACCESS is strengthening the capacity of RGC, civil society and private sector service providers to sustainably improve services for persons with disabilities and women affected by GBV. For persons with disabilities, services include physical rehabilitation services and inclusive economic services. For women affected by GBV, ACCESS is targeting health care, legal protection services and other critical social services, while supporting a coordinated, multi-sectoral approach to service delivery.

2.6.2 LNOB RELEVANCE OF THE PROJECT

The program focuses directly and implicitly on access to services for two vulnerable groups: persons with disabilities and women with and without disabilities affected by GBV. ACCESS's Gender Equity and Social Inclusion (GESI) Strategy seeks to ensure that the program, in all its work, demonstrates a

gender-sensitive and disability-inclusive approach that engages and empowers those so often marginalized or ignored. The program also considers the particular needs and barriers of other vulnerable groups such as ethnic minorities, the elderly, religious minorities and the LGBTI community.

2.6.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

The ACCESS Program leverages a number of complementary mechanisms to support implementation of the NAPVAW and the NDSP.

These include:

- Provision of technical assistance to the Ministry of Women's Affairs, the Ministry of Social Affairs, Veterans and Youth Rehabilitation and the Disability Action Council in the areas of GBV, disability, and public financial management,
- Supporting target ministries to implement priority activities identified through annual planning processes,
- Delivery of a Competitive Investment Mechanism (CIM) designed to support NGOs, disabled people's organisations, private sector organisations, and multilaterals in contributing to identified sector priorities, and
- Facilitation of RGC budget allocation to disability and GBV priorities through capacity building support to the Ministry of Finance in public financial management reform.

The CIM is the Program's funding modality designed to support stakeholders' contributions to NAPVAW and NDSP through identified priority activities. The CIM is intended to support activities identified through the annual joint planning processes led by target ministries in each sector. The CIM is a funding mechanism that is complementary to existing RGC resources and budget, responding primarily to gaps in available government service delivery. It aims to reinforce key RGC investments to advance sectoral priorities through targeted support in demonstrating successful approaches to service delivery and equipping existing service providers with relevant capacities, tools and practical guidance. It can address short-term gaps in RGC service provision as a transitional approach and with a clear sustainability strategy. It will also help generate evidence of what works and can be scaled up and promotes leveraging funds from other existing initiatives.

The CIM will target the following areas:

- Development of training curriculum, and practical toolkits to support operationalisation of existing guidelines and standards,
- Provision of technical assistance, training, continuous capacity building, coaching and/or mentoring to existing service providers or government entities in charge of coordination for GBV and disability,
- Implementation of catalytic activities that aim at demonstrating a successful approach and build an evidence base for resource planning and allocation,
- Research and studies, and
- Limited provision of direct service delivery where gaps exist.



Photo: Deaf Development Program (DDP) Kampot, Cambodia

Part 2.7

The 2030 Agenda Initiative (Mexico)

2.7.1 SHORT DESCRIPTION OF THE PROJECT

In Mexico, the federal government is establishing a “Sustainability Architecture” for the implementation of the 2030 Agenda, with the long-term vision of the Federal Planning Law at its legal core. It comprises 5 high-level institutional entities and groups of entities (cf. Annex A4 for details). The 2030 Agenda Initiative project supports the Mexican government’s efforts to set up an integrated framework for the coherent implementation of the 2030 Agenda through building an institutional and organization sustainability architecture. With this objective in mind, the project foresees the following main outputs:

- 1) The coordination role of the President's Office is strengthened, ensuring a government-wide approach to the overall 2030 Agenda,
- 2) Policy coherence for the implementation of the 2030 Agenda is deepened, with an emphasis in financing aspects and the link between the Nationally Determined Contribution to combat climate change (NDC) and the SDGs,
- 3) Mechanisms for involving non-state actors in the implementation process of the 2030 Agenda are established,
- 4) Capacities for planning sustainable development are strengthened in two pilot federal states, and
- 5) At sub-national level, capacities for mobilizing and using resources for sustainable development are strengthened.



Participants of a training session reflecting on the 2030 Agenda and the challenges facing their municipality, held in San Cristóbal Amoltepec, Mexico. Source: Alejandra Cervantes, GIZ Technical Advisor, Agenda 2030 Initiative, Mexico, communication of Oct. 16, 2019

2.7.2 LNOB RELEVANCE OF THE PROJECT

In 2018, about 52.4 million persons, i.e. 41.9% of the Mexican population, lived below the poverty line. Other major societal challenges include the presence of organized crime and the associated fragile security situation especially in the north of the country, violence against women and exclusion of indigenous peoples. Against this background, the project has identified the following groups at high risk of being left behind: the poor (persons living below the poverty line), indigenous peoples, and persons threatened by natural catastrophes, particularly women.

The mainstreaming of marginalized populations - in the sense of the LNOB principle - and the implementation of a human rights approach are treated as cross-cutting issues. The project design emphasizes gender equality, poverty alleviation and respect of human rights. Through the LNOB perspective, the project aims to promote the participation of disadvantaged population groups in development progress by strengthening the technical capacities of those involved in the implementation of the 2030 Agenda and in the formulation of LNOB-sensitive policies and programmes. It thereby advises on approaches to

gender equality, among other issues. While there is no explicit mention of the LNOB principle in the project's results matrix (version of April 10, 2019), some project performance indicators do underline the need for gender-sensitivity and participation of non-government stakeholders in the implementation of the 2030 Agenda. Given, however, growing awareness of the need to prioritize inclusive policy reforms to achieve the SDGs, the new phase of the project (February 2020 to January 2022) is adopting a stronger explicit focus on the LNOB

principle at the module (project) and output levels with special reference to marginalized populations. Output 3, for example, foresees that the process of implementing the 2030 Agenda gives special consideration to marginalized population groups in accordance with the LNOB principle.

With the selection of two pilot federal states, Mexico City and Oaxaca, the project will pursue a multi-level policy advising approach including introduction of planning tools and best practices for implementation of the 2030 Agenda.

2.7.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

- The project has developed a **municipality selection methodology** for its work in the pilot federal state of Oaxaca (see Annex A5).
- A **benchmarking instrument** (digital platform) has been developed. This instrument is currently being used by local governments and citizens to access simple and comparable information about municipal performance in terms of combatting exclusion, poverty and inequality. The comparison provides useful information to identify opportunity areas for improving municipal performance, strengthening account-

ability and transparency and allows a comparison between municipalities that share common traits to facilitate the identification of good practices. The platform responds mainly to the needs of local decision-makers charged with the public policy planning process and civil society organizations concerned with the performance of Mexican local governments in LNOB-related issues and that represent or work with vulnerable groups. The resources for this initiative are provided by GIZ's "Inequality Challenge" fund. (The platform may be accessed online at <http://sistemas.coneval.org.mx/DATAMUN>).

Part 2.8

Inclusive Economies in Oaxaca (Mexico)

2.8.1 SHORT DESCRIPTION OF THE PROJECT

The Inclusive Economies project is executed by Oxfam Mexico and funded by the European Union. It recognizes the need to strengthen and accompany local initiatives in alternative economies that are promoted by civil society organizations. The project is being implemented in the Mexican federal state of Oaxaca with a view to achieving three main objectives:

- 1) Financing and support of innovative organizations and projects that are building economic alternatives in their territories,
- 2) Strengthening the capacities of these organizations, and
- 3) Generating innovative and relevant research that, together with the practice of these organizations, yields recommendations for improving policies for economic inclusion.

2.8.2 LNOB RELEVANCE OF THE PROJECT

In Latin America and the Caribbean, peasant family farms account for 81% of all productive agricultural units; in Mexico they represent 75%. Given the vulnerability that characterizes the sector, family farming remains strategic for food security: for certain products, family farming accounts for up to 87% of total production (cf. Salcedo and Guzmán 2014).

The large number of peasant family farms contrasts with their weak participation in agricultural value adding and distribution chains. According to Oxfam GB data (cf. Willoughby and Gore 2018), supermarkets reap up to 48% of the final price of food products, while traders and food manufacturers capture up to 38%. Peasant producers are left with only 6.5% of the market value of their goods. According to the same report, under this model, women farmers are the most affected. Hence, within rural populations – especially indigenous populations – that have the highest rates of impoverishment and vulnerability, women are the most disadvantaged group.

This situation analysis reveals the structures and dynamics of political and economic capture that prevent rural families from advancing in their control of value adding and distribution chains in order to release economic surpluses that allow them – as part of an integrated strategy – to reverse the processes that produce and reproduce economic and social inequalities.

Despite some important progress, the Inclusive Economies project faces many challenges including:

- Limited access to flexible and specially designed financing to leverage projects in alternative economies,
- The scarce supply of training opportunities taking into consideration the context and origins of people who develop projects in alternative economies,
- Geographical, structural and other difficulties in accessing new markets and in advancing through value adding and distribution chains, and
- Public policies that are biased in favour of large industries and the dominant financial system.

The project has developed and applied various approaches, tools and methodologies to overcome these challenges, as described below.

FIGURE 10: INCLUSIVE ECONOMIES IN OAXACA:
POSTER GRAPHIC USED IN CALLS FOR PROPOSALS



Source: <https://www.oxfammxico.org/programas/economiasinclusivasoaxaca>

2.8.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

One of the main methodological approaches applied to achieve the above-mentioned objectives is the introduction of an open call for proposals of projects eligible for financing and institutional strengthening through the project. For this purpose, various instruments were designed to allow the participation of groups and sectors that normally do not have access to such support. For instance, the participation of groups and initiatives is allowed even if they do not have legally registered statutes. The call for proposals has been published online with downloadable submission forms, frequently asked questions and an attractive YouTube video (cf. Oxfam Mexico 2019a). The first round of calls for proposals was closed on June 1st, 2019. It yielded 149 proposals in total, out of which 59 were deemed to be compliant with basic selection criteria. After due diligence checks including on-site visits, 14 projects were approved. The selected projects are quite diverse in nature, ranging from small-scale food and beverage production, crafts (textile, pottery), waste separation for recycling and microfinance.

In the design of **project evaluation tools**, context criteria are taken into consideration. High priority is been assigned to organizations that have an integrated perspective to advance gender justice through their agendas, thereby ensuring the participation of women and their organizations. Priority is also assigned to cooperatives, indigenous people and persons with disabilities. The way in which the open call for proposals is designed and applied facilitates the participation of organizations

that otherwise have no access to financing or training. Tools to monitor ongoing projects and evaluate their results will be introduced in the near future.

A **blog** was published when the project was first launched. It includes an interesting general proposal for participation that addresses the root causes of poverty and explains the project's rationale and goals from an LNOB perspective (cf. Oxfam Mexico 2019b). This proposition is presented in Annex A6.

A **capacity building program** is currently being developed. It will consider the specific needs of the organizations and groups working with Oxfam Mexico and aim to empower such initiatives to generate the knowledge and tools necessary to advance their value adding and distribution chains.

A **public policy advocacy agenda** will also be established with a view to fostering changes that allow improved access to value and distribution chains for organizations and groups that have been excluded from them in the past. The agenda will be developed together with organizations and groups. It will aim to transform the institutional frameworks that have prevented rural populations from enjoying the economic benefits of the current economic system. With this, Oxfam Mexico will promote public policies that enable and encourage the consolidation of local alternative economies and generate real transformations for the benefit of rural populations.

Part 2.9

Preventing the forced and unaccompanied migration of children and adolescents from Central America's Northern Triangle (Mexico)

2.9.1 SHORT DESCRIPTION OF THE PROJECT

The objective of this project is to prevent violence by providing access to education and improving living conditions for children and adolescents. Save the Children Mexico is implementing the project in cooperation with the corresponding national offices of Save the Children in Guatemala, El Salvador and Honduras and with municipalities in those countries that are

experiencing high levels of northward migration by unaccompanied minors. In each of these countries, the project's work focuses on two selected municipalities with high rates of child migration. Project financing is provided through the Joint Mexican-German Fund ("Fondo Conjunto").

2.9.2 LNOB RELEVANCE OF THE PROJECT

The main beneficiaries of the project are children and adolescents who live under vulnerable conditions due to factors ranging from limited access to educational services to risks caused by the presence of criminal groups. To overcome this context, the project generates psychosocial, educational and economic conditions to contribute to an integral child development. Recognizing that vulnerability encourages forced migration, Save the Children has also developed pedagogical tools to raise awareness among children and parents regarding the risks of irregular migration.

The project faces many challenges in applying the LNOB principle in its context, including:

- **Lack of public policies and programs:** In the four countries of project implementation, public policies for childhood development are very limited. In recent years, there has also been a significant reduction in budgets for educational and productive programs. These factors constrain the sustainability of the results generated by the project.

2.9.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

The project has developed and applied the following LNOB-relevant processes, approaches and tools:

- **Identification and promotion of children's roots in their communities and ethnic backgrounds:** This involves the development of psychosocial skills in children to raise awareness concerning their rights and aspirations. It also seeks to restore the origins that link them to their communities, so they feel part of them. Strengthening the roots and identity of children is an effort that yields long-term results. Therefore, it serves as the main tool of the project.
- **Local child protection systems:** The project supports inclusive decision-making mechanisms where municipal authorities, local leaders, parents and civil society organizations agree on specific actions for the care, nurturing and development of children. Raising stakeholder awareness regarding the risks of irregular migration is crucial for effective local child protection. Partnerships with other organizations and donors working in the communities of origin help to coordinate efforts and maintain the flow of resources. Active involvement

- **Important drivers of migration:** One of the main drivers of migration in the project's partner communities is the presence of criminal organizations. Parents including those living abroad may encourage their children to migrate to escape threats and recruitment attempts by criminal organizations. Many children and adolescents decide to migrate due to the limited access to education and employment opportunities in their communities of origin, which are often quite remote.

- **Community development through the solidarity economy model:** A solidarity economy is based on efforts that seek to increase the quality of life of a region or community through local business and not-for-profit endeavours. The project offers seed capital and technical support for productive developments based on this model.

of community members is important to make best use of available resources and to ensure the sustainability of the project's results. Mutual trust is also important: In El Salvador and Honduras, building trust with community members facilitates the project's work; in some cases, even members of criminal groups allow their children to participate in project activities.

- **Local presence:** In Guatemala a work team has been installed in the partner communities to follow-up on the project's interventions. This helps to reduce the challenges arising from the remoteness of communities.
- **Community development through the solidarity economy model:** A solidarity economy is based on efforts that seek to increase the quality of life of a region or community through local business and not-for-profit endeavours. The project offers seed capital and technical support for productive developments based on this model.

Part 2.10

Civil Society Programme (Palestine)

2.10.1 SHORT DESCRIPTION OF THE PROJECT

Most Civil Society Organizations (CSOs) in Palestine lack the technical and financial means to seize opportunities for political participation, for instance to contribute to the implementation of the UN's 2030 Agenda at the subnational level and to implement nationally ratified human rights agreements such as UN Convention on the Rights of Persons with Disabilities (CRPD 2006). Hence, the German-sponsored Civil Society Programme (CSP) aims to improve the capabilities of Palestinian CSOs to contribute to the political participation of the population in the sense of promoting implementation of the 2030 Agenda including the LNOB principle.

The main expected outputs of the CSP are defined as follows:

- 1) Civil society organisations have improved their organisational structures and processes,
- 2) The digital capacities of civil society organizations are strengthened,
- 3) Civil society organisations implement strategies to represent the interests of the most marginalised groups e.g., persons with disabilities, children and youth, and women in the Gaza Strip,
- 4) Civil society organisations make the needs of marginalised groups known in planning processes at the subnational level, and
- 5) The conditions for application of the LNOB principle, as anchored in the 2030 Agenda, in programmes and projects (modules) of German Development Cooperation (GDC) have improved.

2.10.2 LNOB RELEVANCE OF THE PROJECT

The CSP supports civil society-based advocacy and network building for marginalised groups. Since people with disabilities face the most severe kinds of discrimination and marginalisation, the programme gives special support to disabled people's organisations and encourages their inclusion in other GIZ programmes in the Palestinian Territories. Several networks, including for instance the Disability Representative Bodies Network in the Gaza Strip, have received CSP-sponsored support for their roles in coordination and advocacy. Women with disabilities are at particularly high risk of discrimination and marginalisation. The programme has supported the Society of Women Graduates, for example, to assist in the professional integration of women university graduates with disabilities. The programme also addressed the needs of children and youth with disabilities. A recent progress report refers among other things to the use of sign language to support to the deaf, the use of braille to support the blind, and support to persons living with cancer.

CSP's intervention strategy has a strong explicit LNOB-orientation:

- **The overall objective to which the programme contributes is defined as follows:** "Palestinian society is more inclusive and the institutions are more approachable and effective".
- **At the module (project) level, the specific objective is:** "CSOs are better able to contribute towards the political participation of the population in line with the 2030 Agenda demand to 'leave no one behind'".

At the module level, three out of five objective indicators refer explicitly to LNOB-relevant aspects of project outcomes:

- Ten civil society organisations that represent severely marginalised population groups, including 5 organisations that define women as their main target group, have improved their resilience to external developments and changed framework conditions by two points on a scale from 0 to 7.

- In 20 out of 40 advised Palestinian communities, the enhancements proposed by CSOs with regard to the needs of the most severely marginalised groups (e.g., people with disabilities, children, young people, and women) are integrated into the annually updated Strategic Development and Investment Plans (SDIPs) in towns and cities or the Annual Capital Investment Plans (ACIPs) in villages.

2.10.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

- The CSP has introduced two highly LNOB-relevant **staff positions**, namely the Programme Advisor LNOB (cf. job description in Annex A7) and the Disability Inclusion Advisor (cf. job description in Annex A8).
- A **gender analysis** was conducted by the programme in 2018. The report, entitled “Palestinian Civil Society - Gender, Inclusion and the Leave No One Behind Principle”, was prepared by GIZ local expert Ghada Naser (Ramallah, Sept. 2018 – currently no online version available).
- In early 2019, **evaluation interviews** were conducted with representatives of various initiatives to assess among other things perceptions of the programme’s offer of services, the relevance and added value of the programme, and the outcomes of the programme’s support in terms of actual changes, mindsets, awareness, follow-up activities and sustainability (cf. guiding questions in Annex A9). The main findings have been compiled and documented in matrix form (cf. Interview Data Transcript Table in Annex A10).

The CSP has a special mandate to advise other GDC projects in Palestine regarding the LNOB principle. To fulfil this mandate, it has initiated diverse activities:

- It started with the Livelihood Programme, that GIZ implements together with the Ministry of Agriculture (MOA). Three one-day **LNOB awareness building workshops** were held in three different locations in the West Bank: Tulkarem (North), Hebron (South) and Dura (South). In each workshop between 16 and 18 agricultural advisors from the MOA attended (cf. generic Concept Note in Annex A11 and generic Facilitation Plan in Annex A12). These were mostly men, but there were 4 to 6 women in each workshop. The topics SDGs and LNOB were presented in a short PowerPoint presentation, in Arabic, linking them to the context and GIZ interven-

- Three module proposals for German-Palestinian development cooperation include measures based on disaggregated data that address previously ignored marginalised groups e.g., people with disabilities, children and young people, and women from the Gaza Strip and Area C.¹⁰

tions in Palestine. Then group work followed to analyse their project’s target groups regarding with whom they work and how. The topic was of interest to most attendees, as they had never given much thought to their target groups or to possible blind spots in the coverage of these groups. In the beginning of the workshops, several participants made claims like: “We already work with everyone. We target the marginalized already. Who else could still be out there with whom we are not working?” These attitudes changed before the end of the workshops, to the tune of: “We thought that we already worked with everyone. Now we realize there are so many more to work with. We never dug deeper or even thought of digging deeper”. The workshop participants recorded what they intended to do in the months after the workshops. CSP will meet up with them when the time comes to ask if they have been able to realize what they had intended and to assess the factors of their success or failure.

- The CSP conducted a **Brown Bag Lunch** to present its offer for advising other GIZ Palestine programmes on LNOB. Two CSP staff are the focal persons on LNOB in Palestine. Their mandate is to “spread the word” to others within GDC and partner organizations and get them to buy into the concept and adopt it in their work.
- CSP will conduct a **Knowledge, Attitude and Practice (KAP)** survey among GIZ employees and some partner organizations before the end of 2019. Another will follow just before the project ends in Spring 2022. The aim is to have a baseline and to be able to assess change at the end. Another aim is to develop awareness raising tools for LNOB, based upon GIZ employees’ interests and needs. A special survey questionnaire has been prepared for this purpose. The KAP survey results will be used for M&E purposes within the CSP programme during the ongoing phase.

¹⁰ Area C, a part of Palestine in which Israel maintains complete civil and security control, accounts for over 60% of the territory of the West Bank.

- CSP intends to conduct at least two LNOB mainstreaming analyses of GDC programmes in different sectors. The aim is to encourage GDC programmes to include LNOB in their new module (project) proposals and/or amended proposals with clearly formulated references to LNOB in their objectives (outcomes), outputs, indicators and other planning parameters.
- CSP started offering its LNOB advice to other GDC programmes upon request. Some are interested to include slots to discuss LNOB in their planning missions, others in the implementation phase as they had already begun their projects.
- CSP focal persons on LNOB will be documenting all LNOB advice offers in a digital spreadsheet, as an internal monitoring tool of LNOB implementation within GIZ Palestine.
- Stories will be documented with a view to capturing successes or challenges in LNOB implementation, and as a means to share knowledge, as well as, experience locally and globally.

Part 2.11

Local Governance Reform Programme (Palestine)

2.11.1 SHORT DESCRIPTION OF THE PROJECT

- The main objective of the Local Governance Reform Programme (LGRP II) in Palestine is to improve the service delivery of Local Government Units (LGUs) such as Municipalities and Village Councils for all citizens. GIZ is implementing the programme in cooperation with several Palestinian partner organisations, including the Ministry of Local Government, the Municipal Development and Lending Fund, and selected communities and Civil Society Organisations (CSOs). The programme is co-financed by the Swiss Agency for Development and Cooperation (SDC). In addition, the programme is cooperating with Engagement Global, the central contact point for the involvement of individuals, groups and political communities in development policy with a view to expanding German-Palestinian city partnerships.

2.11.2 LNOB RELEVANCE OF THE PROJECT

LNOB is considered as a cross-cutting issue. The different causes of being left behind in Palestinian society are tackled in all four fields of action of the programme. LGRP explicitly aims to increase the participation and inclusion of marginalized groups, such as youth, women and persons with disabilities, and to make sure that their needs are considered in local planning and decision-making processes. To address the geographical fragmentation of the Palestinian territory and the isolation of certain regions, the programme's specific focus is on marginalized areas, such as Gaza or Area C. Municipalities and Village Councils in these areas are particularly targeted with capacity development measures relating to topics such as financial management, spatial and strategic development planning, and inclusion of marginalized groups to reduce the gap between them and more developed LGUs.

Referring to the project's results matrix (logical framework) at the module (i.e. project) impact level, LGRP includes among others the following indicator: "According to a survey amongst civil society organizations and citizens, 70% of the respondents confirm (on a scale of 1-5) that the needs of marginalized groups (youth, women, persons with disabilities) have been taken into account in 50 out of 148 annually updated Strategic Development and Investment Plans (SDIPs), amongst those 10 in the Gaza Strip, and 30 out of 140 annually updated Annual Capital Investment Plans (ACIPs)." The source of verification is an "Assessment of a survey (sample) among civil society organisations and citizens in the selected LGUs on the inclusion of the needs of the most marginalized groups in the strategic plans." Marginalized groups are also considered at the output level of the project's results matrix (logical framework).

2.11.3 LNOB-RELEVANT TOOLS AND METHODOLOGIES

The programme works with a wide variety of LNOB-relevant tools and methodologies:

- **Strategic Development and Investment Plans (SDIPs, for Municipalities) and Annual Capital Investment Plans (ACIPs, for Village Councils):** LGRP has contributed to the development of these participatory planning methodologies for LGUs. The SDIPs and ACIPs provide spaces for citizens' participation in local planning processes. An integral part of the methodology is the assessment of citizens' needs, including the needs of marginalized groups and neighbourhoods.

- **Right-to-City:** The project Right-to-City has been designed and piloted to increase the awareness and participation of youth in the implementation of SDIPs and ACIPs. In cooperation with GIZ's Civil Society Programme (CSP), this approach has been extended to other groups, such as persons with disabilities.

- **Social Accountability Toolkit:** LGRP has developed this toolkit to support LGUs and CSOs in their capacities to engage citizens. Currently 25 tools (including e.g., a complaint management system) are currently offered; another 3 tools are awaiting introduction. During phase one, 30 municipalities have been targeted; it is planned to include another 30 municipalities.

- **Place-making exercises:** Many donors and implementing agencies (including GIZ) are facing political restrictions regarding the funding of infrastructure projects in the Village Councils of Palestine's Area C. Projects in these areas often lack funding for implementation, which leads to increased marginalization and frustration within the population. In cooperation with SDC, the LGRP plans to accompany Area C citizens through a process of designing public spaces from the idea to their implementation. This is a new albeit yet untested approach for human-centred service design.

- **Municipal Technical Exchange Hubs:** LGRP is supporting the development and institutionalization of these Hubs for exchanging experience and knowledge between LGUs in Gaza and on the West Bank. Such platforms have been established for engineering, city management, financial management and planning. One more hub is being created especially for Village Councils to exchange and develop capacities on the inclusion of marginalized groups. Hubs meet several

times per year and organize thematic workshops based on action plans with specific learning topics (e.g., renewable energy). Their activities are evaluated annually.

- **Readable Budgets:** LGRP is supporting Municipalities and Village Councils to present their budgets in a readable, understandable and transparent way to the citizens. To date there has been special emphasis on the comparison of budget plans and budget execution, and on the debts of municipalities. Social media are used to reach out to youth and citizens in remote areas. So far 40 out of 45 targeted municipalities are participating. Readable budgets are supported through the Municipal Development and Lending Fund (MDLF).

- **Citizen Journalism:** LGRP is supporting the initiative Dooz to provide an online platform for citizens (www.dooz.ps) to inform themselves about local topics and to engage in citizen journalism.

- **Municipal Partnerships:** LGRP cooperates with the Service Agency Communities in One World (SKEW) to support German-Palestinian municipal partnerships in their development policy engagement. Since 2016, seven new partnerships were created. In total, 14 German Palestinian municipal partnerships are now in place, for example between Cologne and Bethlehem, Nurnberg and Nablus, and Bonn and Ramallah. Their activities include information tours, integration of German expertise into technical hubs, participation in dialog events (e.g., in May 2018 in Bonn for better inclusion of persons with disabilities) and implementation of joint projects for business incubation and water sanitation. In Nablus, for example, a solar energy pilot project has been implemented at the Western Wastewater Treatment Plant, solid waste trucks have been donated and expertise has been exchanged between both cities through this cooperation (Nablus Municipality 2017).

- **Accessible IT solutions:** LGRP (in cooperation with CSP) is supporting the Ministry of Local Government (MoLG) to develop an accessible and user-friendly website to increase digital outreach to citizens, especially to persons with disabilities and other groups with low digital competence. The initiative will apply Web Content Accessibility Guidelines (WCAG) to the design of its website, which should be soon available to the general public (see W3C 2019).

The main challenges to LNOB implementation may be divided into two main categories:

- **Political and economic challenges:** Ongoing conflict and violence; lack of sovereignty of the Palestinian Authority (PA) over its territory, resources and revenues; economic crisis, weak performance and instability of the PA; high unemployment, especially among young people; geographical fragmentation and isolation of areas and regions like Gaza and Area C; restriction of movement (checkpoints, expensive transportation, permit policies); restrictions to work directly with de-facto authorities in Gaza; shrinking space for civil society; the government has other priorities than LNOB.
- **Culture, attitudes, capacities:** Stigmatization of marginalized people e.g., persons with disabilities, often intentionally excluded from public life by their families; limited awareness of human rights, gender equality and the structural causes of inequalities – priority often given to other issues; lack of capacities regarding inclusive and participatory approaches.

Despite many obstacles, LGRP II has been able to make good use of its LNOB-relevant approaches and tools.

Some general conclusions that the programme has drawn, based on its experience in LNOB implementation, include:

- Significant results can often be achieved with the above-mentioned tools and methodologies, and with relatively low financial input.
- Through financial support to small infrastructure projects in marginalized areas, citizens can regain trust, ownership and the motivation to actively participate in planning and decision-making processes.
- The direct involvement and visibility of marginalized groups ensures that their voices are heard, and that prejudices and barriers are reduced.
- Capacity development and awareness raising on all levels (local, national and within civil society) increase the effectiveness and sustainability of change processes supported by the programme.

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Technical Annexes

A1 THE LNOB RELEVANCE ASSESSMENT MATRIX (BURKINA FASO) (EXTRACTS FROM THE PDDC PLAN OF OPERATIONS 2019)

Results / activities	Process of LNOB Integration	Resp. partners	Beneficiaries	Cat. *
Support the development and validation of the deconcentration charter	Involve the sectoral ministries, the professional organizations in the local communities (CTs), the civil society organizations, the Parliamentary Network for Decentralization and Local Development (RPDDL) and the people in the validation process of the deconcentration charter. Take their concerns into account in the final version.	General Direction of Regional Planning (DGAT)	Ministry of Territorial Administration and Decentralization (MATD), territorial communities	(a) and (d)
Support the annual investment planning (PAI) process and municipal budgets for the water and health sectors (East: 6, Southwest: 17)	LNOB Advocacy with the local authority for the participation of representatives of all social groups (women, young people, people with disabilities, old people, opinion leaders, needy people, etc.) in planning workshops. Ensure the effective planning of actions in one of the objectives as recommended by the planning guide in the section "ensure the protection and promotion of socio-specific and vulnerable groups" e.g., take into account people who have difficulty feeding. In the realization of socio-community infrastructures, take into account people living with disabilities.	Mayor, executive board, civil society organizations	Population	(c)
Support the organization of peer training sessions on Modern Water Point Management (PEM) (including re-read)	Ensure the participation of all social groups (women, youth, people with disabilities, old people, opinion leaders, needy people, etc.). During the training emphasize the need to facilitate access to water for vulnerable groups (such as elderly, disabled, women ...).	Core of the regional Cluster "Water"	Water focal points, water user associations	(b) and (c)

* Categories:

- a) The activity is more inclusive vis-à-vis the project's partners.
- b) The activity targets disadvantaged groups for participation.
- c) The activity may affect the living conditions of vulnerable and disadvantaged groups.
- d) The extent to which the activity affects the living conditions of vulnerable and disadvantaged groups requires verification.

A2 THE LNOB POWER WALK (BURKINA FASO)

PROCEDURE

1. Role cards are distributed randomly to the participants (see instructions below).
2. The participants assemble at a start line in an open space e.g., in courtyard or sports field.
3. The start line represents the point of departure, which is the Declaration of Human Rights, of which the first 3 articles are read out loudly for all participants to hear (see box below).
4. The participants respond yes or no to the statements read out loud one by one, permitted some to advance and while leaving others behind.
5. After the final statements, the participants gather together to provide feedback.

STATEMENTS FOR RESPONSE, WITH A YES FOR A STEP FORWARD AND A NO FOR A STEP BACKWARD

1. I sometimes encounter government officials during their visits to my location.
2. I read newspapers regularly.
3. I have access and time to listen to radio broadcasts.
4. I have access to microcredit.
5. I have the right to speak during large family gatherings.
6. I have access to fully confidential counselling services.
7. I can agree with my partner whether to use a condom during sexual intercourse.
8. I can follow secondary school courses.
9. I find myself in a healthy climate in my community.
10. I can benefit from public services without risk of being stigmatized or discriminated.
11. Members of my community approach me when they have questions in health matters.
12. If necessary, I can pay for better medical treatment in a private clinic.
13. I eat well at least twice a day.
14. My home and family are not threatened by natural disasters.
15. I participate in workshops dealing with the development of my country.
16. I am not at risk of being raped.
17. I could show you my own little boutique or business.
18. I can ask questions about public expenditure.
19. I get the minimum wage.
20. I have access to an affordable lawyer when needed.
21. I have access to information on public finances at the regional level.

UNIVERSAL DECLARATION OF HUMAN RIGHTS (EXCERPT)

Article 1: All human beings are born free and equal in dignity and rights. They are endowed with reason and conscience and should act towards one another in a spirit of brotherhood.

Article 2: Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. Furthermore, no distinction shall be made on the basis of the political, jurisdictional or international status of the country or territory to which a person belongs, whether it be independent, trust, non-self-governing or under any other limitation of sovereignty.

Article 3: Everyone has the right to life, liberty and security of person.

Role cards: One fictive person per card, representing a group possibly at risk of being left behind and reflecting well the reality and the diversity in the specific stakeholder context, for example:

- Poulotte, 15, daughter of a herder, illiterate, living in the rural community of Deou,
- Djibril, 23, son of an elected official, 7th year medical student, living in Ouagadougou
- Aicha, 53, physically handicapped, nurse at Sanou-Sourou Hospital in the town of Bobo, and
- Hassan, 45, illiterate, drives taxi, an old Mercedes rented from an official in Ouagadougou.

A3 MODEL TERMS OF REFERENCE FOR A TARGET GROUP ANALYSES REGARDING PERSONS LEFT BEHIND IN THE HEALTH SECTOR (BURKINA FASO)

TERMS OF REFERENCE (TOR)

TARGET GROUPS ANALYSIS REGARDING PERSONS LEFT BEHIND IN THE HEALTH SECTOR AT COMMUNAL LEVEL IN (COUNTRY) AND RECOMMENDATIONS FOR THE (PROGRAM)

1. CONTEXT AND RATIONALE

Leave No One Behind (LNOB) is one of the principles of the implementation of the 2030 Agenda and articulates the commitment to accompany all people and all countries on the path to development and to reach those who are furthest behind. LNOB calls for greater focus on the poorest and most disadvantaged individuals and groups. As a result, it is crucial to address existing inequalities and causes of discrimination and empower people to reach their full potential and provide them with equal opportunities and opportunities for equal participation. It is only when we know if, in what form and to what extent the target groups are affected by marginalization and discrimination - and their causes - that it is possible to establish the corresponding priorities and strategies for development cooperation.

(Program / project objectives and LNOB relevance)

Given the difficulty of accessing statistics in the sector, particularly disaggregated data according to social categories, the (program) is interested in knowing which parts of the population benefit from its support and which parties are left behind in order to be able to develop skills and approaches with its partners to reach the entire population.

2. OBJECTIVE OF THE TARGET GROUP ANALYSIS

The focus of this target group analysis is to identify at the communal level:

- Target groups who do not always have access to or face discrimination by different health services offered by (institution) and the structural causes of this deprivation;
- Target groups for which health services are effectively accessible at the municipal level;
- The results of (program) approaches at the level of health services and the target groups that benefited from them.

The target group analysis should describe the results achieved at the population level, the key issues and challenges, and the potential to better address the needs of disadvantaged groups. It will provide concrete recommendations for strategic direction to reduce inequalities of opportunity and to better reach and monitor disadvantaged groups.

The target group analysis is to be integrated in a more global context. To this end, it is necessary to consider the government's health policy vis-à-vis disadvantaged groups, the state of implementation of the current transfer of technical skills and financial resources to the municipalities in the health sector, key issues in the health sector at the communal level, as well as (program) approaches.

3. EXPECTED RESULTS

The result of the target groups analysis is a document (15 to 20 pages) that focuses on the results achieved at the population level, identifying blind spots vis-à-vis disadvantaged groups in (program) approaches and the identification of the (program's) levers. The report contains concrete recommendations for a (program and partner) strategy and covers in particular the following aspects:

- What results of the target group analysis are particularly relevant for the communes and the (program)?
- What are the specific recommendations to guide cooperation between the (program) and its partners in order to support the access of disadvantaged and marginalized groups to communal health services?

5. METHODOLOGY

Although the target group analysis may focus on groups generally perceived as groups potentially at risk, including people with disabilities, women, children, the elderly, ethnic or religious minorities, people affected by displacement and migrations, sexual minorities, people living in remote villages, the intention is also to identify others who may not have been recognized as left behind (that is, recognized as blind spots).

The study is conducted at three levels: the macro level (legal and political frameworks, social norms), the meso level (institutions) and the micro level (individual, social groups, target groups).

The conduct of the study will use a mixed method:

- A documentary study: Evaluation of the regulatory framework, sectoral analyzes related to it as well as existing quantitative and qualitative data.
- Participatory methods:
 - a. with relevant stakeholders at national and local level:
 - government partners,
 - health workers,
 - management committees of health centers and social promotion,
 - elected officials and communal agents,
 - local authorities,
 - civil society organizations that will include self-advocacy organizations, local organizations and national human rights institutions that represent the diversity of the target groups and their needs (especially with respect to sex, age, language and disabilities),
 - donor agencies involved in the sector;

4. EXPECTED UTILIZATION OF THE STUDY

The (program) wants to integrate the LNOB principle into its interventions in order to:

- 1) Intensify the results to be achieved i.e. expand the reach of health services to those who do not yet have access / who need it most; and
- 2) Allow more differentiated monitoring of results at the population level (impact).

- b. with all segments of the population who represent the diversity of target groups and their different needs for basic health services; the sample of municipalities and (institution) will be designed by the (program) in consultation with the consultants based on the different degrees of functionality and accessibility of the (institution).

The study responds through these methods to the following questions:

- (1) The analysis of the government's health policy in (country) vis-à-vis disadvantaged groups:
 - How is the "leave no one behind" principle of the 2030 Agenda implemented in (country)? How are disadvantaged groups identified in (country)?
 - To what extent are the recommendations of the United Nations human rights institutions concerning the respect and realization of international standards and principles relating to the right to health applied?
 - Are the specific needs of disadvantaged groups taken into account in health sector policies and strategies, and if so, how? To what extent are they being implemented, are there sufficient funds in the budget? Is there transparent monitoring and accountability?
 - How do disadvantaged groups participate in decision-making and evaluation processes in the health sector? Which civil society organizations and self-advocacy organizations support disadvantaged groups (e.g., for people with disabilities)? How do they evaluate the role of other actors? What networks and systems of cooperation between the state, civil society and the private sector encourage the participation of disadvantaged groups?

(2) Key issues in the health sector at the municipal level

- What constraints exist at the municipal level to ensure availability, accessibility (physical with non-discriminatory and financial access), quality and acceptability of health services for all?
- Who are the groups left behind in access to health care in the study area? To what extent are specific groups disadvantaged in terms of access to health services at the municipal level? What are the causes? With regard to people with disabilities: What types of disabilities mean even more discrimination (e.g., motoric, visual, auditory, verbal, intellectual or psychosocial disability)?
- How are power and resources distributed in the health sector at the municipal level and what is their impact on disadvantaged groups?
- What social norms at the national and local levels underlie the discrimination of certain groups (for example, the stigmatization of persons with disabilities / other groups)? What are the key factors influencing these social norms (e.g., religion, ethnicity, age, educational status, economic structure, politics)?

(3) Donor agency approaches in the field of health

- Who are the donors in the health sector and what is their form of support?
- What results have been achieved for disadvantaged groups through such cooperation to date?
- What actions are needed to support disadvantaged groups?

(4) Analysis of the results of the (program) approaches, conclusions and recommendations to the (program) and its partners

- What are the results in the health sector of the (program's) partner municipalities for the population thanks to the cooperation to date?
- Do the objectives and approaches adequately take into account the needs of disadvantaged groups? Which target groups are not affected by these approaches and do not have access to the different health services?
- What processes and approaches to strengthen respect for and fulfillment of international standards and principles relating to the right to health should be supported by the (institution) as part of these national, local and regional approaches? What untapped potential potentials result from the analysis of points 1 to 3 for the (program) and its partners?
- What potential for strengthening disadvantaged groups can be used (creation and development of structures and capacities)? Which actors are particularly relevant to strengthening disadvantaged groups (e.g., disability organizations / disabled persons organizations)?
- What specialist knowledge and methodological skills of the staff of partner organizations / institutions is needed to adequately integrate disadvantaged groups (e.g., accessibility knowledge)?

6. TASKS OF THE CONSULTANTS

Specifically, the international consultant is responsible for:

- The development of a coherent and systematic structure for the study, including guides for participatory methods;
- The corresponding documentary analysis and necessary documents;
- The preparation and execution of a mission in (country) in consultation with the national consultant;
- Writing a final report.

Specifically, the national consultant is responsible for:

- Identifying stakeholders at the national and local levels and making appointments with key stakeholders;
- Conducting interviews in (program) partner municipalities in (region) and the national level including marginalized groups / individuals;
- Contributing to elaboration of the draft mission report.

7. SCOPE OF THE CONSULTANTS' WORK

Up to 20 working days are planned for the international consultant, including:

- Documentary analysis and elaboration of the methodology for interviews and focus group discussions: 5 days;
- Conducted on-site interviews in (city) and the (region): 9 days, including 1 day for data analysis / report writing;
- Up to 2 days of travel;
- Report writing: 4 days, including one day in (city).

Up to 12 working days are planned for the national consultant, including:

- Preparation of the mission and contribution to the report: 4 days;
 - Conduct interviews in (city) and in the (region): 8 days.
- Travel expenses will be reimbursed if necessary and after consultation on the basis of GIZ guidelines (please submit your receipts).

8. PROFESSIONAL QUALIFICATION

The international consultant:

- Advanced degree in political, social or related sciences;
- Expertise in public health policies;
- Thorough knowledge of human rights and / or LNOB in the context of development and international cooperation is needed;
- Experience in carrying out similar studies based on participatory methods and participation in missions as head of mission;
- Common knowledge of spoken and written (language).

The national consultant:

- Advanced degree in political, social or related sciences;
- Expertise in health policy in (country) and issues of skills transfer at the local level is needed;
- In-depth knowledge of human rights and / or situations of vulnerable groups in the context of (country);
- Experience in conducting similar studies based on participatory methods.

PROVISIONAL PROCEDURE

- Maintenance (s) Skype framing and briefings;
- Development of the methodology by the international consultant and identification of stakeholders (national and local level) by the two consultants;
- Conducting interviews and focus group discussions in (region) (5 days) by the two consultants;
- Conducting interviews at the national level by the two consultants (3 days);
- 2 days of travel, 4 days for writing the report (international consultant).
- The mission will take place between (begin date) and (end date).

The national consultant:

- Advanced degree in political, social or related sciences;
- Expertise in health policy in (country) and issues of skills transfer at the local level is needed;
- In-depth knowledge of human rights and / or situations of vulnerable groups in the context of (country);
- Experience in conducting similar studies based on participatory methods.

A4 SUSTAINABILITY ARCHITECTURE FOR THE IMPLEMENTATION OF THE 2030 AGENDA (MEXICO)

The federal government's Sustainability Architecture is anchored in the **Federal Planning Law**. As the legal core of the democratic planning system in Mexico, this law sets up the normative framework for the National Development Plan (NDP) and its derived programs (sectorial, transversal, regional and special plans). It is a law of first order, only second to the Mexican Constitution. The 2018 reform incorporated the three dimensions of sustainable development and the principles of equity, inclusion and non-discrimination as guides for orienting long-term national development projects. The introduced changes also established criteria for ensuring the human right to a healthy environment and strengthened the long-term vision of the NDP, by including projections and considerations 20 years out.

The Sustainability Architecture comprises furthermore 5 high-level institutional entities (or groups of entities) dedicated to the implementation of the 2030 Agenda, namely:

The National Council of the 2030 Agenda for Sustainable Development: The Council was installed in April 2017 with the mandate to identify and recommend solutions for the achievement of the SDGs, ensure policy coherence and coordinate the efforts for its nationwide implementation. It is chaired by the President of Mexico and represents the highest ranking, multi-stakeholder coordinating forum for the implementation of the 2030 Agenda in the country. This decision-making body incorporates all the relevant public and private actors for achieving the SDGs, including states and municipalities, the legislative power, private sector, civil society, and academia, among others.

The Specialized Technical Committee of the Sustainable Development Goals (CTEODS by its acronym in Spanish): The CTEODS was created in November 2015, after the Specialized Technical Committee of the Information System of the Millennium Development Goals (CTESIOMD), with the objective of coordinating the conceptual, methodological, technical and operational work for the generation and updating of the information required to design and evaluate public policies aligned with the SDGs in Mexico.

The National Conference of Governors' Commission for the achievement of the 2030 Agenda: To ensure fulfilment and adoption of the 2030 Agenda by local governments, the National Conference of Governors (CONAGO, by its acronym in Spanish) installed this Commission in June 2017. It serves as the organizational space through which subnational governments exchange experiences and coordinate actions to integrate the SDGs into State Development Plans, implement public policies coherent with sustainable development, and establish monitoring and follow-up mechanisms.

Monitoring and Implementation Bodies (OSI by its acronym in Spanish): By 2018, 32 OSIs, one in each state, were installed in order to monitor compliance with the 2030 Agenda. Although they have been set-up, their biggest challenge is to ensure their continuous operation and multi-stakeholder representation, including the participation of the private sector, civil society, and academia, in addition to local government members.

Working groups of the 2030 Agenda in the Congress: The 2030 Agenda Initiative project accompanied the Office of the Presidency in promoting the installation of working groups in the Congress (Senate and Lower Chamber). These working groups would be responsible for analyzing the legislative gaps and sponsor the required reforms to shape a national legal framework, supportive of sustainable development efforts. For more information, refer to Federal Government, Voluntary National Review for the High-Level Political Forum on Sustainable Development. Federal Government (Mexico), 2018.¹¹

¹¹ https://sustainabledevelopment.un.org/content/documents/20122VOLUNTARY_NATIONAL_REPORT_060718.pdf

A5 METHODOLOGY FOR THE PILOT PROJECT IN THE STATE OF OAXACA (MEXICO) (MEXICO)

1. INTRODUCTION

The Government of the State of Oaxaca has undertaken a series of important actions for the implementation of the 2030 Agenda at the subnational level. Despite the progress made in this area, significant challenges still persist associated with the implementation and operationalization of the efforts to anchor the 2030 Agenda in the 570 municipalities that comprise the state of Oaxaca, characterized by high levels of poverty, social lags and a high degree of vulnerability to natural disasters.

In this context, in the spirit of 'leaving no one behind', pursuing the objective of promoting efforts for the implementation of the 2030 Agenda at the subnational and local level in Oaxaca, the pilot project of cooperation between the Government of the State of Oaxaca and the German Cooperation was born. It will be carried out from September 2018 to September 2019. Within the framework of this project, it has been agreed to work jointly on three main lines of action:

- The alignment of municipal planning frameworks to the 2030 Agenda;
- The development of a monitoring mechanism of policies and resources for sustainable development;
- The alignment of intergovernmental transfers to the 2030 Agenda and the strengthening of local fiscal capacity.

Although several activities will have a municipal scope, to generate a series of good practices that can be scaled and replicated at the state, national and international levels, it was agreed to work with a sample group of between 10 to 15 municipalities. The municipalities included in the sample will be selected based on a series of criteria that cover different aspects of development.

Next, a proposal of methodology and criteria for the delimitation of a municipal sample is presented.

2. CONCEPTUALIZATION OF THE SAMPLE

The proposal to define the sample of municipalities to be part of the pilot project in Oaxaca is based on the guiding principles of indivisibility, inclusion and transversality proposed by the 2030 Agenda regarding the three dimensions of sustainable development. In this sense, the sample is intended to be based on comprehensive criteria of a quantitative and qualitative nature, in order to ensure the inclusion of different aspects that, taken together, **reflect a holistic perspective in terms of sustainable development.**

In other words, the sample is intended to reflect a heterogeneous group of municipalities in the state of Oaxaca, with different challenges and areas of opportunity in terms of development, selected **based on technical and objective foundations** for sustainability. Based on the principle of 'leave no one behind' (LNOB), it is expected that the municipalities in the sample present different conditions regarding their institutional, technical and fiscal capacity, as long as a minimum level of institutional capacities to enable the operationalization and execution of the pilot project is guaranteed.

3. PROPOSAL FOR THE METHODOLOGY

In order to achieve a representative municipal sample that integrates the perspective of the Sustainable Development Goals (SDGs), the four main criteria for the selection of the sample are based on the analysis of key indicators in terms of social, economic and environmental development disaggregated at the municipal level. For this purpose, it is suggested to consult different sources of data, including the National Institute of Statistics and Geography (INEGI), the National Council for the Evaluation of Social Development Policy (CONEVAL), the National Institute for Federalism and Municipal Development (INAFED), among others.

According to the performance of each municipality in each of the dimensions presented below, a value will be assigned between 1 (low relevance for the sample) to 5 (high degree of relevance for the sample), depending on whether the municipality falls into one of the five quintiles of each distribution.

The proposed criteria are the following:

CRITERION 1: LEAVE NO ONE BEHIND

As a fundamental axis of the 2030 Agenda, the LNOB principle emphasizes the importance of focusing public policies on **vulnerable and marginalized populations** in order to ensure the participation of these groups in the development process. In addition, LNOB points out the importance of a **just and equal development** process. With respect to the project in Oaxaca, this means taking into account the criteria of multi-dimensional poverty and inequality in the framework of the selection of the sample. Therefore, to meet this criterion, it is proposed to evaluate the following:

- Poverty: The multidimensional poverty index
- Inequality: The Gini index

CRITERION 2: AREAS OF PRIORITY PUBLIC POLICY (APPP)

For the evaluation of the second criterion, it is proposed to retake the areas of priority public policy (APPP) that were agreed in the framework of the first planning workshop for the pilot project. This will be based on an in-depth analysis of the powers attributed constitutionally to the municipality in article 115 of the CPEUM. Funds from intergovernmental transfers should also be made available to the municipality for the execution of projects and public works. The agreed APPP are:

Economic Dimension	Social Dimension	Environmental Dimension
· Productive inclusion - Promotion of access to the formal sector of the economy and social security - Communications	· Dignified housing - Water and sanitation - Housing (basic services and quality of spaces) Respect for Human Rights - Gender equality - Security	· Environmental / urban development - Integrated waste management - Public spaces and green areas Disaster risk management

CRITERION 3: LOCAL TAX COLLECTION

Given that part of the project focuses on developing recommendations for strengthening the fiscal capacity of the municipalities and increasing local revenue in order to foster the fiscal base for sustainable projects, the third criterion is to focus on the municipalities that have a certain need of **counselling to make their collection processes more effective through taxes and duties**. It is proposed to use the following indicator for this purpose:

Tax collection by local sources as a proportion of the total collection of a municipality

CRITERION 4: INSTITUTIONAL CAPABILITIES ACCORDING TO INAFED

These are the competences that allow the municipal public administration to achieve its objectives. They are associated with the existence of a regulatory framework; the establishment of functions by administrative unit; the realization of diagnoses that allow to identify public problems and the necessary resources for their attention; the constant training of public servants; the consolidation of an own planning system and the adoption of performance indicators.

Based on the four above-mentioned criteria that address the three dimensions of development of the 2030 Agenda and directly affect the vast majority of the SDGs, it is intended to develop a scoreboard with indicators that integrate at least one indicator for each one of the subcomponents of each criterion. With this it is expected to obtain a first list of around 40 to 50 municipalities with potential to be part of the sample based on these criteria.

Likewise, it is proposed to integrate some **qualitative complementary criteria** for the delimitation of the sample, among which the following is contemplated:

- Accessibility for the collaborators in the project
- Physical security situation
- Equitable distribution of parties in the municipal government
- Political will of the municipalities and time remaining in the administration

In a second stage, it is intended to make a **multicriteria analysis** of the information collected in the scoreboard. In this sense, a weighting will be granted to each of the indicators and complementary criteria according to their relevance, in order to limit the list to a reduced sample of between 10 to 15 municipalities whose score is higher.

With all the above, it is expected that the project will establish and delimit the sample of municipalities based on broad technical criteria with a sustainability perspective, while ensuring transparency in the selection process.

A6 Inclusive Economies – Project Presentation (Mexico)

YOUR PROJECT CAN TRANSFORM THE ECONOMIC SYSTEM

By Miguel A. Torres Cruzaley, Project Coordinator,
Inclusive Economies Oaxaca, Oxfam Mexico
Posted on Monday, 04/08/2019

Imagine that you live in the mountains of Chiapas, Oaxaca, Guerrero or Puebla and that you are a producer, say, of coffee. You know that Mexico is one of the 10 most important coffee countries in the world and that it occupies the first place in organic grain production. You also know that the size of the international market is billions of dollars: the planet annually produces and consumes 150 million bags.

However, even though you know all that, your community is one of the most impoverished in the country. This year you only received 30 pesos per kilo of harvested coffee. The strangest thing of all is that every year that price changes, but it is never enough to meet your needs and those of your family. Obviously, you also don't have access to producer loans to improve your work. Now imagine that in addition to that, you are not a male producer, but a female producer, and your situation is even more precarious because you not only have to work the field, but also take care of your daughters and sons and attend to the household activities, for which you do not receive any compensation at all. What you don't know for sure, is why things are like that.

Let's say you start researching and find that between the production of coffee plantations and the people who consume in coffee shops there are up to 12 intermediaries, and each one takes his or her share. That the price of your harvest is decided, who knows how, thousands of miles from your home on the New York Stock Exchange. That, although in the country there are hundreds of thousands of producers and producers that harvest the grain, only four companies control the export. You also realize that the price of a cup of coffee does not change every year ... well ... maybe it does go up, but you still have only 40 centavos per cup.¹³

You investigate a little more and find that a couple of years ago the profits of one of the largest companies in the world of coffee were several million dollars ... maybe you can hardly

imagine how much that is. Think about what you could do with that money to improve your living conditions, those of your family and those of your community You also ask yourself whether someone really needs all that money to live and be happy.

Imagine that at that point you begin to wonder if all this could be different: What if you also participated in the transformation and sale of your coffee? What if, with the rest of the male and female producers in your community, you defined the cost per kilo of coffee, and if instead of only four companies were left with all the profits, that money was distributed fairly, and if part of the money was used to create savings or loans to improve production and meet other needs of the community? What if those who consume coffee cared about all this? What if people were the centre of this other way of doing economy and not money? And if relationships were determined by collaboration and not competition? What if we also did this with corn, amaranth, bananas, meat, mezcal, handicrafts or any other product?

Many people ask us this every day and we know that there are thousands that are already organized, working to build a more human economy. That they have organized into cooperatives, collectives, solidarity economy companies; that have created alternative currencies and barter systems, which build solidarity economic circuits, which generate access to financial services through microfinance and solidarity finance that open up fair trade and direct trade channels.

These are people who demonstrate with their initiatives that the benefits can and should be for everyone. That is why, at Oxfam Mexico, we are launching the call for our Inclusive Economies program, to get to know, work and learn together with the people and groups that are giving the economy a human face. Can you imagine being a part of this?

If you are working in an initiative whose main objective is to improve the lives of people and communities in Oaxaca, rather than generate profits, we are looking for you. Take a look at our call for proposals - this could interest you.

The opinions expressed here are the responsibility of the author and do not necessarily reflect the official position of Oxfam Mexico, Source: <https://www.oxfam-mexico.org/historias/tu-proyecto-puede-transformar-el-sistema-econ%C3%B3mico>

¹³ A cup of coffee costs about 30 pesos in Mexico. 40 centavos represent 1.3% of that value.

A7 Job description of the Programme Advisor LNOB (Palestine)

A. RESPONSIBILITIES

The Program Advisor LNOB is responsible for:

- Providing professional advisory services to and cooperate with a broad range of Civil Society Organizations (CSOs), Civil Society Networks and Coalitions and Disabled People Organizations (DPOs) with a strong focus on the implementation of the Leave No One Behind (LNOB) principle of the 2030 Agenda in Palestine,
 - Providing professional advisory services to all programs of the German Development Cooperation (GDC) in Palestine (GIZ and KfW) on the implementation of the LNOB principle,
 - Coordination and monitoring of project activities and knowledge management,
 - Communication and implementation of project activities, administrative tasks and general obligations.
- The Program Advisor LNOB reports directly to the Head of the Civil Society Program (CSP) and coordinates his / her work with the Head of Program Administration.

B. TASKS

1. COORDINATION AND MONITORING

The Program Advisor LNOB:

- Coordinates and facilitates trainings and workshops on the implementation of the LNOB principle for GIZ and partner staff of other programs,
- Coordinates closely with the Advisor Inclusion in Gaza and the Development Advisor who is responsible for the LNOB component of the program,
- Coordinates cooperation with partner organizations who work with marginalized target groups,
- Supports the Program Head in vetting new program partners, project proposals and budgets,
- Sets up baselines, definition of outcomes, monitoring systems, reporting standards and means of verification together with local partners and other team members,
- Advises and trains partners and follows up on agreed results,
- Collects data, follows up on reports and pre-vets reports in coordination with the Financial and Administration Officer,
- Prepares specifications for procurement,
- Prepares ToR for consultants and trainers,
- Supervises and ensures implementation of quality standards within consultancies and trainings, including training plans, consultancy offers, reports etc.,
- Plans and prepares and manages events and workshops for the program,
- Assists in planning, coordinating and documenting meetings, workshops, seminars and other project activities with a focus on technical aspects, including documenting meeting minutes, preparation of briefings, documentation, etc.,
- Puts together an overview of project / program activities, deadlines etc. and presents this regularly at team meetings,
- Supports project monitoring and updates information on project progress, documents and reports regularly on the status of results,
- Assists with recording and documenting the results of all activities,
- Assists short-term experts assigned to programs in completing their tasks,
- Coaches and advises the local professionals based at partner organizations and follows up on their reports,
- Researches and prepares projects concepts.

¹⁴ The job description has been slightly modified for formatting purposes

2. KNOWLEDGE MANAGEMENT AND COMMUNICATION

The Program Advisor LNOB:

- Gathers and shares of information about current policies (e.g., Civil society in Palestine, inclusion, gender, youth, implementation of the 2030 Agenda),
- Develops PR materials on project activities related to LNOB principle implementation,
- Orders and distributes PR materials on the program as well as GIZ PR materials (program factsheets, various PR materials, PowerPoint presentations etc.),
- Assists in drawing up reports and translations (English-Arabic and vice versa),
- Supports all forms of external and internal communications,
- Prepares relevant documents and schedules for visitors and delegations (GIZ, BMZ, German politicians and others),
- Is responsible for GIZ corporate design guidelines and their implementation,
- Assists in communicating, updating and collecting information on program progress,
- Organizes and updates program documentation, the filing systems and the program library, constant update of contact data base.

C. REQUIRED QUALIFICATIONS, COMPETENCES AND EXPERIENCE

- Masters/MSc in an area that is related to the program objectives with a focus on a relevant field,
- At least 5 years' professional experience in the area of management and/or advisory services of CSOs focusing on the implementation of a rights-based approach to support marginalized groups like persons with disabilities, women empowerment, youth and children,
- Very good working knowledge of ICT technologies (related software, phone, fax, email, the internet) and computer applications (e.g., MS Office),
- Fluent written and oral knowledge of the European language widely used in the country and a working knowledge of German,
- Willingness to upskill as required by the tasks to be performed – corresponding measures are agreed with management.

3. IMPLEMENTATION OF PROJECT ACTIVITIES

The Program Advisor LNOB:

- Manages projects within program such as technical trainings for partners, liaises and communicates to consultants, plans and budgets independently,
- Develops training materials, assists Development Advisors in developing training materials in their respective fields and carries out basic training on implementation of the LNOB principle,
- Moderates team meetings in regard to program progress.

4. General obligations and other duties and tasks

The Program Advisor LNOB:

- Is familiar with GIZ planning, implementation and reporting procedures and their changes,
- Is familiar with other modules of the governance program and cooperates within the cluster team,
- Represents the interests of the GIZ assisted measures and always acts on its behalf,
- Carries out important tasks for the project / program, even if these are not explicitly cited in the job description.

A8 Job description of the Disability Inclusion Advisor (Palestine)¹⁵

A. RESPONSIBILITIES

The Disability Inclusion Advisor is responsible for:

- All coordination, monitoring and knowledge management of project activities related to disability mainstreaming, disability rights, inclusion, support to Disabled People Organizations (DPOs), inclusion of persons with disabilities (PWD) within other GIZ programs, and
- Communication, implementation of project activities and general obligations.

The Disability Inclusion Advisor will report directly to the Head of the Civil Society Program (CSP) and coordinate his / her work with the Program Coordinator in the Gaza Strip, the Administrative Assistant in the Gaza Strip and the Inclusion Program Advisor in Ramallah.

B. TASKS

1. Coordination and monitoring

The Disability Inclusion Advisor:

- Cooperates technically with the Team Leader and the Development Advisor Inclusion in Ramallah to agree on best practices, methods, instruments, consultant techniques on inclusion, disability rights and support to PWD,
- Identifies and supports opportunities to DPOs and inclusive practices within civil society and within GIZ programs,
- Supports the program in vetting new program partners, project proposals and budgets,
- Collects data, follows up on reports and pre-vets reports in coordination with the Inclusion Program Advisor,
- Prepares ToR for consultants and trainers,
- Supervises and ensures implementation of quality standards within consultancies and trainings, including training plans, consultancy offers, reports, etc.,
- Plans and prepares and manages events and workshops for the CSP,
- Assists in planning, coordinating and documenting meetings, workshops, seminars and other project activities with a focus on technical aspects, including documenting meeting minutes, preparation of briefings, documentation, etc.,
- Puts together an overview of project / program activities, deadlines etc. and presents this regularly at team meetings,
- Assists with recording and documenting the results of all activities,
- Assists short-term experts assigned to programs in completing their tasks,
- Coaches and advises the local professionals seconded at partner organizations and follows up on their reports,
- Researches and prepares projects concepts,
- Supports the Head of Program Administration in contract preparation.

¹⁵ The job description has been slightly modified for formatting purposes.

2. Knowledge management and communication

The Disability Inclusion Advisor:

- Orders and distributes inclusive PR materials on the program as well as GIZ PR materials (program factsheets, various PR materials, PowerPoint presentations, etc.),
- Assists with PR work for the program,
- Assists in drawing up reports and translations,
- Supports all forms of external and internal communications,
- Prepares relevant documents for visitors and delegations (GIZ, BMZ, German politicians and others),
- Is responsible for GIZ corporate design guidelines and their implementation,
- Establishes a project database,
- Assists in communicating, updating and collecting information on program progress,
- Organizes and updates program documentation, the filing systems and the program library, constant update of contact data base.

4. General obligations and other duties and tasks

The Disability Inclusion Advisor:

- Is familiar with GIZ planning, implementation and reporting procedures and their changes,
- Is familiar with other program components and GIZ-assisted measures, concepts and status of implementation and knows the corresponding experts and staff,
- Represents the interest of the GIZ-assisted measures and always acts on its behalf,
- Performs other duties and tasks at the requested by line manager even if these are not explicitly cited in the job description.

3. Implementation of project activities

The Disability Inclusion Advisor:

- Coordinates projects within program such as technical trainings for partners, liaises and communicates to consultants, plans and budgets independently,
- Moderates team meetings regarding program progress,
- Implements trainings and capacity building measures on disability inclusive development for partners and national and international GIZ Palestine program staff,
- Coaches employees and activists of partnering DPOs,
- Provides advise and support on the improvement of the inclusion of people with disabilities across all programmes of the German Development Cooperation in Palestine
- Cooperates with the team leader on the establishment of the Inclusion working group within the Governance MENA sectoral network

C. REQUIRED QUALIFICATIONS, COMPETENCES AND EXPERIENCE

- University degree in the fields of Business Administration, Social Sciences or a similar field; Master's degree preferred,
- 5 years' proven work experience in results-based management, monitoring and evaluation tools,
- Perfect proficiency in English and Arabic, with German is an asset,
- Ability to work effectively in a team as well as on his or her own,
- Excellent interpersonal and intercultural communication skills, organizational and time management skills,
- Strong computer skills, particularly in MS Office application (e.g., Word, Excel, PowerPoint),
- Ability to work under stressful conditions, self-initiator, flexible and able to work with people of different backgrounds, service oriented, friendly personality, well organised and motivated,
- Willingness to upskill as required by the tasks to be performed.

A9 Guiding questions for evaluation interviews regarding project support for inclusion of persons with disabilities (Palestine)

PURPOSE

1. To collect feedback from programmes of the German Development Cooperation (GDC) in Palestine about their experience with CSP's support offer for the inclusion of persons with disabilities.
2. To collect qualitative data regarding the concrete outcomes, activities and sustainable changes that followed as result of the provided support.
3. To collect lessons learnt for the improved design, steering and implementation of future interventions.

FORMAT

- Format: Semi-structured interview with guiding questions
- Interviewee: Relevant staff of programmes of GDC in Palestine
- Interviewer(s) record answers and discussions
- Follow up questions might be necessary to ensure relevant aspects are answered
- Timeframe: about 45 minutes

Name of Programme:
Name of interviewee(s) and Position:
Name of Interviewer(s):
Date of Interview:

A. PERCEPTION OF CSP'S SUPPORT OFFER

Key Aspects: Awareness among GDC about support offer, Clarity of what CSP offered, Perceived relevance of the offer, Expectations regarding the offer, Recommendations regarding the promotion of the offer

1. How and when did you come to know about CSP's support offer?
2. What was your impression regarding the offer?
Did it arouse your interest?
3. How clear was it to you what kind of support CSP was offering?
4. Which aspects of the offer seemed interesting or relevant to your work and programme?
5. What were your expectations regarding the support offer?
6. What could have been done better in promoting the support offer/in approaching you with our support offer?

B. SUPPORT RECEIVED FROM CSP

Key Aspects: Kind of support received from CSP, Relevance and added value for your work and programme, Satisfaction with the support, Needs for improvement/Recommendations regarding received support

1. Did you receive support from CSP? If not, why?
2. Which kind of support did you receive from CSP? Could you describe the process?
3. Which aspects were particularly helpful and relevant to you and your programme?
4. What was difficult? What was missing?
5. Overall, how satisfied are you with the support that you received from CSP?
6. What are your recommendations for future support offers?

C. OUTCOMES OF THE SUPPORT GIVEN BY CSP

Key Aspects: Changes in mindset/awareness, Actual changes in the programme, Activities implemented in follow-up of the support, Sustainability of changes, Factual improvements for persons with disabilities

1. What were the major outcomes of the received support from CSP?
2. Did you implement any activities in the follow-up of the support? Could you describe them?
3. Did you observe any changes in the mindset and awareness of staff regarding the inclusion of persons with disabilities and its importance for GIZ/GDC?
4. Did the CSP's support lead to changes in the programme's approach and processes?
5. How do you ensure the sustainability of these changes?
6. Are there any further steps planned? If yes, which?
7. Did the process lead to any factual improvements for persons with disabilities?

A10 Interview Data Transcript Table (Palestine)

Please find below a table where you can enter the transcripts from the German Development Cooperation (GDC) interviews. Per topic you will find the questions to which you can give a brief summary of the interviewee's answer. In case other

important comments or insights have been described that didn't fall into either aspect please note them down in the last section "other Information". This will assist us to compare and analyse all the data from the interviews.

Name of Interviewee(s):
Date of Interview:
A. Perception of CSPs support offer
1. How and when did you come to know about CSP's support offer?
2. What was your impression regarding the offer? Did it arouse your interest?
3. How clear was it to you what kind of support CSP was offering?
4. Which aspects of the offer seemed interesting or relevant to your work and programme?
5. What were your expectations regarding the support offer?
6. What could have been done better in promoting the support offer/in approaching you with our support offer?
B. Support received from CSP
1. Did you receive support from CSP? If not, why?
2. Which kind of support did you receive from CSP? Could you describe the process?

Name of Interviewee(s):	
Date of Interview:	
A. Perception of CSPs support offer	
1. How and when did you come to know about CSP's support offer?	
2. What was your impression regarding the offer? Did it arouse your interest?	
3. How clear was it to you what kind of support CSP was offering?	
4. Which aspects of the offer seemed interesting or relevant to your work and programme?	
5. What were your expectations regarding the support offer?	
6. What could have been done better in promoting the support offer/in approaching you with our support offer?	
B. Support received from CSP	
1. Did you receive support from CSP? If not, why?	
2. Which kind of support did you receive from CSP? Could you describe the process?	
3. Which aspects were particularly helpful and relevant to you and your programme?	
4. What was difficult? What was missing?	
5. Overall, how satisfied are you with the support that you received from CSP?	
6. What are your recommendations for future support offers?	
C. Outcomes of the support gives by CSP	
1. What were the major outcomes of the received support from CSP?	
2. Did you implement any activities in the follow-up of the support? Could you describe them?	
3. Did you observe any changes in the mindset and awareness of staff regarding the inclusion of persons with disabilities and its importance for GIZ/GDC?	
4. Did the CSP's support lead to changes in the programme's approach and processes?	
5. How do you ensure the sustainability of these changes?	
6. Are there any further steps planned? If yes, which?	
7. Did the process lead to any factual improvements for persons with disabilities?	
D. Other Information	

A11 Generic Concept Note for LNOB Awareness Building Workshop (Palestine)

BRAINSTORMING WORKSHOPS FOR (PARTICIPANTS) OF THE (INSTITUTION) ON LNOB IN THE (SECTOR)

1. Purpose

With GIZ's interest in raising awareness and mainstreaming the Leave No One Behind (LNOB) principle overarching the 2030 Agenda of the SDGs within the different programs of the German Development Cooperation (GDC) and their partners, and given the mandate of the (GIZ program) in advising on LNOB and the interest shown by the (partner institution) in receiving this advice, both programs agreed to join efforts in developing an LNOB awareness raising model targeting the (participants) in the (partner institution) in the field of LNOB

2. Dates, time and location

The workshop(s) will take place on (dates) from/to (hours) including 2 breaks and lunch. They will be conducted at (location).

3. Format

The idea is to conduct (number) X-hour brainstorming workshops, to which (participants) actively contribute. The workshops will be conducted in (language). The intention is to open a structured discussion on the left-behind (groups) and left-behind regions within the (sector), which the participants are targeting in their daily work. The aim is to better know how to include those left-behind groups and regions in future interventions by identifying underlying causes and drivers of vulnerability, raising awareness and interest on the part of (participants) in left-behind groups and regions, and to discuss potential actions to address the existing challenges. By allowing the (participants) to take off their technical, professional, (sectoral) and specialized hats and step into the shoes of regular citizens whose voices are not well heard, reflected or addressed, it is expected to sensitize relevant actors for the importance of LNOB.

4. Participants Involved

Number and short description per event (eventually by gender, specialization or other traits)

5. Draft Program

The brainstorming workshops will include group work, general discussions, videos on LNOB and inclusion, as well as sharing of experiences among participants (see Facilitation Plan).

6. Envisaged Outputs

- Participants have left-behind and marginalized groups in the back of their heads when planning for any interventions in the future,
- Participants are more sensitive for causes of deprivation and the needs of left-behind groups and regions,
- Participants better understand how to account for LNOB in their work context, and
- Participants become more committed and develop ownership to include left-behind people and to plan, implement and monitor future interventions with and for left-behind groups.

7. Key Actors

- Facilitators: (names, institutions, functions)
- Speakers: (names, institutions, functions)
- Persons in charge of documentation and timekeeping

Representatives of left-behind groups within the (sector) will provide short presentations with a view to sharing LNOB-relevant success or non-success stories. For example: a person with an intellectual disability speaking about his/her experience, a woman from a nomadic community sharing her success story, and/or a young school dropout talking about his/her experiences and interest in (sector).

8. Technical requirements

The following is needed for the smooth management and running of the workshop:

- Accessible venues and language,
- LCD and laptop,
- Flipchart stands, boards, paper and colored markers,
- Colored round and rectangular cards,
- Means of transportation and
- Catering for breaks and lunch.

A12 LNOB Awareness Raising Workshop – Generic Facilitation Plan (Palestine)

PROGRAM ELEMENTS	FACILITATION METHODS, TIMING AND NOTES
Purpose and Introductions Aim: To work with our partners on LNOB and SDGs. The envisaged outputs: • Participants have left-behind and marginalized groups in the back of their heads when planning for any agricultural interventions. • Participants are more sensitive for causes of deprivation and the needs of left-behind groups and regions. • Participants better understand how to account for LNOB in their work context. • Participants become more committed and develop ownership to include left-behind people and to plan, implement and monitor future interventions with (and for) left-behind groups. Introduction of participants Expectations of the workshop	40 minutes Aim: Verbally Outputs: Write them on flipchart Participants' names, where from, job titles Write expectations on Flip chart
Participants' Current Understanding of LNOB Participants will be asked to fill in a short questionnaire about LNOB, to capture their current understanding of the concept, if they heard of it, what they think of it and how they are implementing it, if at all.	5 minutes Distribute a printed pre-workshop short questionnaire about participants' existing knowledge on LNOB.
General Introduction on SDGs and LNOB	40 minutes Slides 1 – 22 and film on LNOB: https://www.youtube.com/watch?v=pBqe8JD62QE&t=5s Short Discussion: • What does this mean in the partner's context? • What can I learn from this movie for my work? • Which important aspects were missing in the film?
Overview of current target groups Who are (participants) working with now? Men, women, youth, age groups... regions?	10 minutes Divide participants into subgroups (e.g., by specialization) if deemed appropriate. Prepare one flipchart for each subgroup. Distribute them around the room. Name subgroup in the heading. Ask each group to disaggregate the target groups with whom they work according to their job descriptions or other criteria. Use rectangular cards

PROGRAM ELEMENTS	FACILITATION METHODS, TIMING AND NOTES
Overview of Left-Behind Groups Short input on intersecting deprivations / inequalities: The Five Key Factors are discrimination, geography, socio-economic status, governance, and shocks and fragility After having an overview of current target groups, ask participants to think about: • Who are left behind (target groups) in each of these participant subgroups? • Who are you not working with but need to be worked with? • What do the subgroups think about the individual perceptions: do they cover the target groups properly, or do they miss out people, when imagining further groups?	50 minutes Slides 23 – 25: 5 Key Factors Ask the groups to write left-behind groups on round cards and stick them to the relevant (institutions) they are assigned to. Facilitators observe the dynamics: • Is it easy for them to identify left behind groups? • Is it clear to them? Probe on: • What is needed to identify left behind groups? • Data sources and how they think data collection can be enhanced. List suggestions on the flip chart (including sharing data, gathering data from all kinds of sources, developing an action plan). • Are there alternatives to identify those left behind until an elaborated data pool is available? Slide 26: Disaggregated Data
Coffee Break	10 minutes
Causes and drivers of deprivation What hinders you from working with them? The barriers could be internal (institutional) barriers and external barriers. Discuss both. What are the reasons for people to be left behind? Refer to the Five Key Factors again.	30 minutes Divide participants into 3 groups of 5. Task 1: Assign one left-behind target group to each participant group. For example: Group 1 women nomads, Group 2 young school dropouts, Group 3 women with disability. Ask each group of participants to discuss 3 major causes and drivers of deprivation per target group. On a flipchart, ask each group to draw bubbles. In each bubble write one cause of deprivation. For example, women with disability may be disadvantaged by stigma, inadequacies of available capacities, and inadequacies of training facilities and settings.

PROGRAM ELEMENTS	FACILITATION METHODS, TIMING AND NOTES
Stakeholders and overcoming challenges Who are the stakeholders involved with whom (participants) can coordinate to enhance the situation of left-behind groups? What is possible and what is not possible? What can be done to overcome the challenges to include left behind groups? NOTE: When identifying challenges and drawing recommendations, it is important to focus on realistic issues, to have better chances to actually achieve something in the follow up process.	30 minutes Within same groups: Task 2: Ask groups to think of stakeholders on different levels: Civil society, ministry, other gov't organizations, private sector, marginalized target groups. Use bubbles again. Around each bubble, draw arrows pointing to names of stakeholders that can play a role in overcoming that particular cause of deprivation. Consider diverse stakeholders such as disability related training and rehabilitation centers, disabled persons organizations (DPOs), NGO and public vocational training centers, Media, family, women with disability, specific ministries and public agencies. For each stakeholder, specify what each can do to enhance the participation of left-behind groups. For example: • DPOs and awareness raising campaigns • Media and highlighting success stories • Sector ministry and offer of specific projects • Families including daughters in specialized work Each group highlights in a different colored marker what they as (participants) can do to contribute to the inclusion of left-behind groups. As a result of this exercise, participants are expected to be able to analyze the causes of deprivation, stakeholders involved and ways of overcoming the challenges for different left-behind groups.
Group Presentations	60 minutes Each group will present its work with and assessment of terms that have been identified by each group.
Coffee Break	10 minutes
Advantages of LNOB The focus should clearly lie on the rights-based approach and the positive examples of inclusion, to show: "Change is possible!"	45 minutes Personal input from representatives of marginalized groups (women, youth, persons with disability etc.) Slide 27: Advantages of LNOB Allow participants to shortly share what they think are the advantages of LNOB in their work, having gone through this exercise.

PROGRAM ELEMENTS	FACILITATION METHODS, TIMING AND NOTES
Operationalizing LNOB & Personal Commitment Practical examples should be used, or instruments could be illustrated, to underline the means and opportunities of implementation. What can every participant do to make a change in his/her daily work to include marginalized target groups?	45 minutes Short input from facilitators re. concrete tools, instruments, approaches and good practices to provide guidance to better account for LNOB in the future: Slide 28: Twin-Track Approach Slide 29: UN 5 Steps on How to operationalize LNOB Slide 30: Probe on Existing Tools Trainees Use in their Daily Work Slides 31 – 33: Pictures on How to Operationalize LNOB Slide 34: Short Film what can governments do? https://www.youtube.com/watch?v=AdkFcypnnt8 Ask every participant to take a card, on which he/she has written one or two words answering the following question: "How can I after this brainstorming workshop make a change in my daily work to include left behind groups: in planning, implementing, monitoring, needs assessments, data collection, etc.?" Gather all cards on a board. Create a small operational plan. For each idea they present, we define responsibilities, other actors that need to be involved, donor support needs and a deadline. Share possibility for further consultations on an individual basis when needed with GIZ. Agree on a follow-up workshop in 6 months for reflection, sharing experiences, further discussion and joint problem solving.
Reflecting on the workshop: • What have I learned? • What was interesting to me? • What follow-up is needed in terms of addressing LNOB? • What follow-up is needed to transfer the workshop results into sustainable actions?	10 minutes Ask participants to fill in a post-workshop questionnaire.
Lunch & Departure	30 minutes

A13 Key Questions for the Assessment of LNOB Relevance¹⁶

The key questions presented below are loosely attributed to specific areas of the project cycle. This attribution does not ignore that fact that certain key questions may be relevant for more than one area of the project cycle. Some key questions

asked during project preparation, for instance, may be relevant but difficult to answer, if they require more data to be collected and analysed during project implementation.

LNOB RELEVANCE IN PROJECT DESIGN AND PREPARATION

- Is there any potential to include LNOB-relevant aspects in the project design (for new projects or follow-up phases), e.g. in indicators and M&E?
- Are there already strategies and approaches in our sector to integrate left-behind groups more in project interventions?
- Can we help to anchor LNOB more strongly in strategies, e.g. client, partner government, external structure?
- What consequences can be expected for the project design regarding e.g. cost implications, if hard-to-reach target groups are to be addressed?
- Which population groups are particularly disadvantaged and marginalized? Which forms of discrimination including multiple discrimination e.g. gender-specific and gender-based discrimination are particularly relevant? What is the manifestation of the disadvantage? Which social, legal and political structures solidify the disadvantage?
- Do we have sufficient knowledge of target groups and structural causes: who is left behind and why?
- Are there structural conditions in our sector / thematic area that may induce leaving behind certain groups (e.g. discriminatory legislation, social norms, lack of consideration of social policy needs)?
- Is access to justice guaranteed for the concerned disadvantaged groups?
- Which potentials for strengthening disadvantaged groups can be mobilised e.g. establishment and expansion of structures and capacities?
- What specialist knowledge and methodological skills must be strengthened among staff of the project and its partner organizations in order to integrate disadvantaged groups appropriately?
- How can the project contribute to the improved political, economic and social participation of particularly disadvantaged groups and / or improved public capacity for their participation?
- Which participation and grievance mechanisms will be made available to disadvantaged groups?
- What possible risks can the promotion of particular population groups have and what measures can prevent or mitigate these negative effects?

¹⁶ Most of the key questions listed here are based on the results of discussions among members of the GIZ LNOB Innovation Forum. Some of the key question relating to monitoring and evaluation have been derived from an internal Webinar presentation by Susanne Milcher.

LNGB RELEVANCE IN PROJECT IMPLEMENTATION AND MONITORING

- Can we help to anchor LNGB more in project implementation, e.g. through pilot measures?
- Do policies and processes for which we provide advising affect disadvantaged people and groups negatively and/or positively?
- Can we point out risks and potential for disadvantaged people and groups in our sector of advising?
- How does the project monitor the evolution of risks and potentials for disadvantaged groups? Is the project responsive to the observed change processes?
- What are the main challenges for disadvantaged people and groups in our sector, e.g. access to public services, opportunities for participation, structural discrimination?
- Can we integrate representatives of disadvantaged groups into our project management structures, e.g. the project management board?
- Which actors are particularly relevant for strengthening disadvantaged groups and achieving results in their favour? Does the project work with them, e.g. civil society organizations representing the interests and rights of particularly disadvantaged groups?
- Can we measure the results (outputs, outcomes and impacts) of our work on disadvantaged groups through M&E, e.g. in LNGB-relevant indicators, data disaggregation in the intervention logic?
- Which reliable, disaggregated databases (state, non-governmental and independent) exist or do not exist?
- Are disaggregated data used in the partner country or partners supported in building up capacity for disaggregated data on particularly disadvantaged groups?
- Are monitoring results discussed in regular intervals with key stakeholders in order to identify bottlenecks and adopt countermeasures?
- How does the project ensure the monitoring of its unintended negative and/or positive effects on disadvantaged groups? How has the project reacted to such effects?
- Does the results matrix (logical framework) take LNGB explicitly into account while fulfilling established quality norms e.g. SMART indicators, full specification of baseline and target values, data and methodological triangulation, indicators relating to targeted population groups and their levels of disadvantage, and consideration of both quantitative and qualitative change processes?
- Is the project-level M&E system well-aligned to M&E systems on the partner side? Have partners and other stakeholders including target group representatives been involved in formulating indicators through a participatory process?

LNOB RELEVANCE IN PROJECT EVALUATION

- Has a well-founded and differentiated target group analysis been conducted? Are its results understandable and relevant to the needs and aspirations of the target groups?
- Are the selected LNOB-relevant indicators and fields of observation regularly examined by both quantitative and qualitative methods to ensure they are LNOB-relevant and provide the required information? Have key stakeholders including target group representatives been involved in this process?
- Has an LNOB-oriented evaluation been planned from the beginning? Have respective data collection requirements been put in place? Have key stakeholders including target group representatives been involved in data collection and evaluations?
- Do the objectives, indicators and approaches of the project take into account the LNOB principle, e.g. the needs and legal situation of disadvantaged groups and structuring conditions?
- How does the project address the structural causes of disadvantage and inequality both in terms of content and sector as well as in methods and processes?
- To what extent was the project concept designed to reach particularly disadvantaged groups? How were identified risks and potentials for human rights and gender aspects included into the project concept?
- Is there solid evidence of results achieved at target group level? To what extent have targeted marginalised groups been reached?

A14 LNOB Self-Assessment Grid for Project Planners and Practitioners

No.	Statement	Level of agreement			
		I don't agree	I agree somewhat	I agree strongly	I'm not sure
1	Our project assigns high priority to the needs of poor and marginalized groups.				
2	The benefits generated by our project accrue proportionately more to persons and groups with low levels of income or social status than to other persons and groups.				
3	Poor and marginalized groups are explicitly mentioned in at least one of our project's output and/or outcome indicators.				
4	The Leave No One Behind (LNOB) principle is explicitly mentioned in our project's project proposal and/or planning matrix (logical framework).				
5	Within the past 3 years, our project has conducted an assessment to identify persons and groups within our project's target group(s) that are at high risk of being left behind.				
6	During the past 3 years, the LNOB relevance of our project's activity and/or operational planning has been improved.				
7	Our project has developed and applied approaches, tools and methodologies that have a high LNOB relevance.				
8	In our project, there is at least one person whose job description includes support to implementation of the LNOB principle in our project.				
9	Our project cooperates closely with other projects in matters of LNOB implementation.				
10	Our project contributes significantly to the establishment of an LNOB-friendly environment within its sphere of influence.				

[illegible]

Acknowledgements

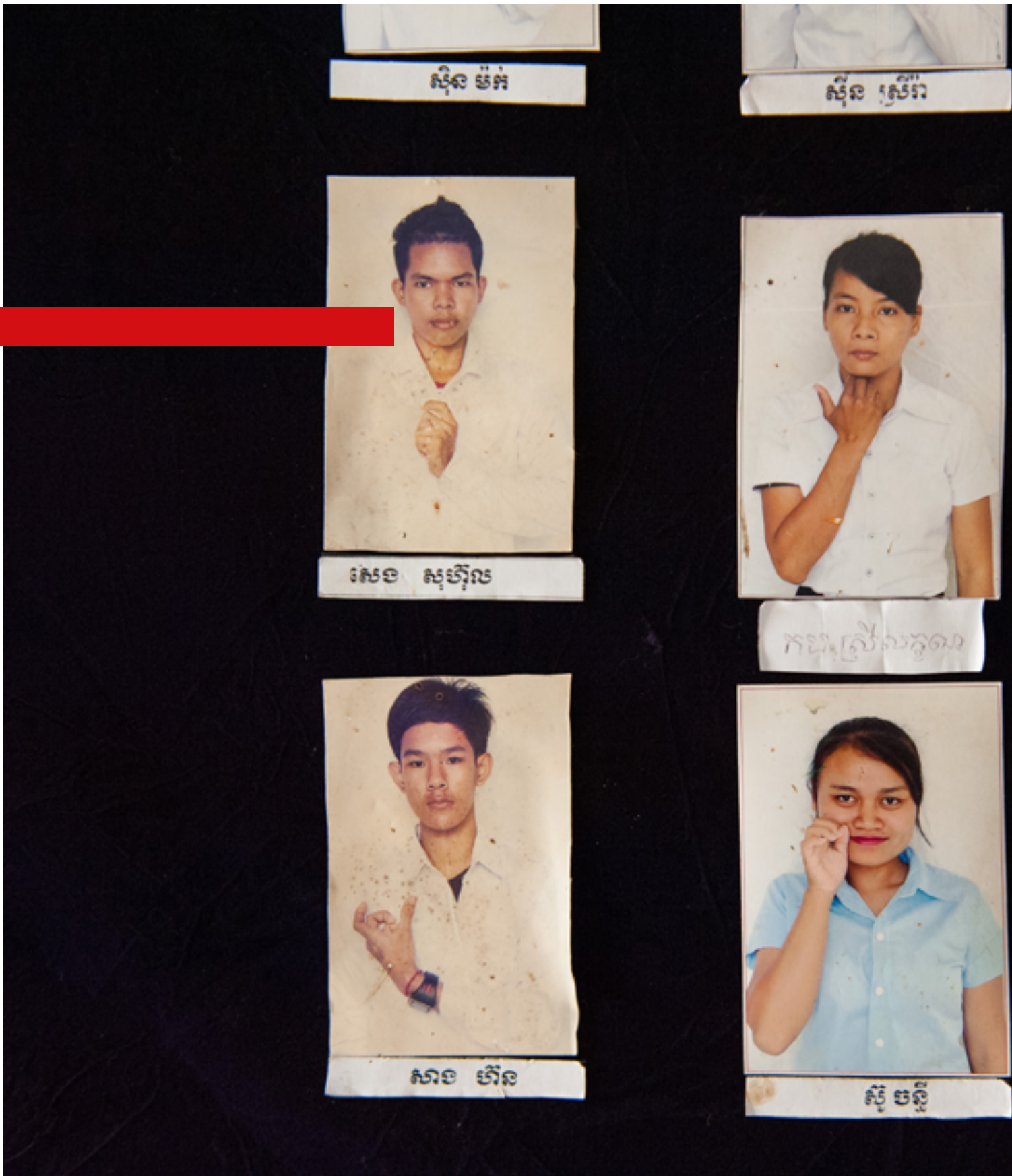
GIZ's specialized unit for Global Policy (G410) comprises 8 different measures, many of which focus on the 2030 Agenda. One of these measures, entitled "Reducing Poverty and Inequality as Part of the 2030 Agenda" (SARUN), aims to strengthen SDG 1 (eradicating poverty) and SDG 10 (reducing inequality) and to anchor the LNOB principle in German development cooperation. The design and the compilation of the present Guidelines have been coordinated by SARUN.

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Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

Registered offices
Bonn and Eschborn

Friedrich-Ebert-Allee 36 + 40
53113 Bonn, Germany
T +49 228 44 60-0
F +49 228 44 60-17 66

Dag-Hammarskjöld-Weg 1 - 5
65760 Eschborn, Germany
T +49 61 96 79-0
F +49 61 96 79-11 15

E info@giz.de
I www.giz.de

On behalf of



Federal Ministry
for Economic Cooperation
and Development